



# DELAWARE BAYSHORE BYWAY CORRIDOR MANAGEMENT PLAN - DRAFT

Update 2020





## Chapter 1 – INTRODUCING THE BYWAY

The Delaware Bayshore Byway started out as the Route 9 Coastal Heritage Byway. The Route 9 Coastal Heritage Byway was designated through the Delaware Department of Transportation’s Scenic and Historic Highways program as a byway on March 7, 2007. Under the Federal Highway Administration, the Delaware Byways Program was developed by the Delaware Department of Transportation in 2000, with the goals of identifying, promoting and preserving areas along Delaware’s roadways that feature intrinsic scenic, historic, natural, cultural, recreational and archeological qualities. There are now six Delaware Byways.

Delaware Bayshore Byway originally encompassed Coastal Route 9 with ten discovery zones starting with the northern terminus in the City of New Castle and ending with the southern terminus, the intersection of SR 1 and Route 9 just south of Dover, DE. The Corridor Management Plan (CMP) and official change in name was formally approved on December 16, 2013 by Shailen Bhatt, Secretary of Transportation. The vision for the Byway is to preserve its globally intrinsic natural resources and historical quality.

During the CMP planning process, Advisory Board members and area stakeholders recognized that the vision for the Byway was much broader than Scenic Route 9 and that it should encompass the greater area of the Delaware Bayshore (100 miles of Bayshore coastline) with boundaries similar to the State’s Delaware Bayshore Initiative (DBI). The Delaware Bayshore Initiative was developed under President Obama’s America’s Great Outdoors initiative. Seeds were sown to extend the Byway south to encompass the natural areas and historic towns all the way down the Bayshore region to a connection with the Historic Lewes Byway, the Cape May-Lewes Ferry, and the Atlantic Ocean at Cape Henlopen State Park. This southern extension provides the pivotal linkage with New Jersey’s 122-mile Bayshore Heritage Byway and the Coastal Heritage water trail to potentially form a Bi-State byway across and around the Delaware Bay.

This 2020 update to the CMP serves two purposes: (1) it defines the extension south to the Historic Lewes Byway: Gateway to the Bayshore, and (2) it updates information relevant to the Byway and the Bayshore Initiative, documents key accomplishments of the Byway since 2013 and adds major program initiatives for the future. This update includes the overarching strategic intent including vision, mission and goals, many of which have not changed. The extension adds 10 new Discovery Zones with their unique features, opportunities and issues, and a strategic partnership with the Historic Lewes Byway. The group of committed Stakeholders (the Byway Management Team) developed to manage the Byway has involved key stakeholders of the extension area since 2013. Major Byway programs (e.g.

Positioning/Branding, digital marketing and signage) have been conducted to include the extension. This plan creates a seamless system for the extension to become an integral part of the Delaware Bayshore Byway.

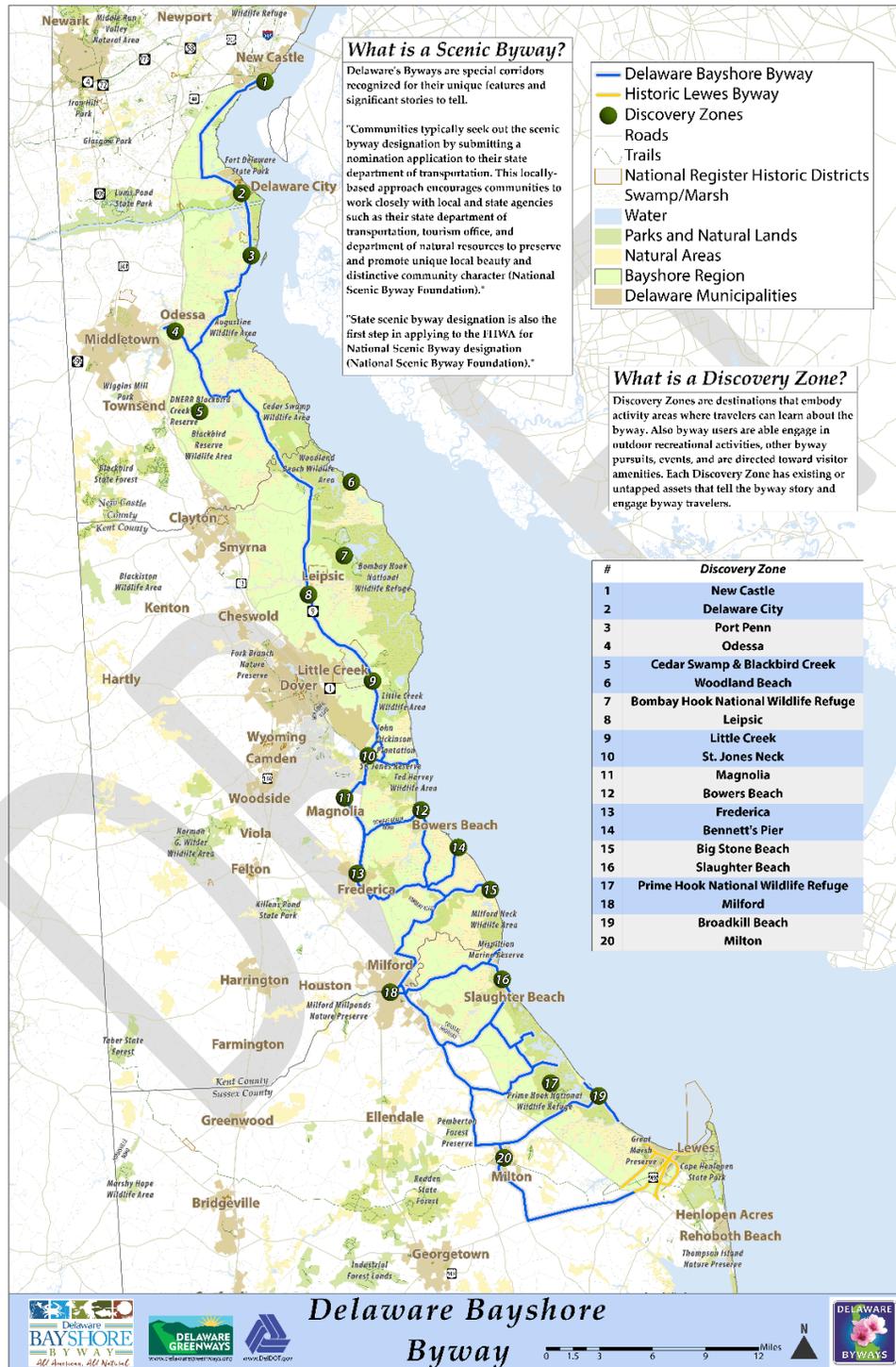


Figure 1: Map of the Delaware Bayshore Byway with its 20 Discovery Zones

The 2020 CMP includes:

Chapter 1 – an introduction,

Chapter 2 – an overview of the Byway significance, intrinsic qualities, and story,

Chapter 3 – a description of the State’s Bayshore Initiative, which is the key to long term sustainability of the Byway, partnership with the Historic Lewes Byway, and the 10 new Discovery Zones that comprise the extension,

Chapter 4 – the Corridor tool kit critical to the future Byway character and protection of its natural and historic resources, organization involvement, their policies and programs that preserve and protect the Bayshore,

Chapter 5 –Review of Strategic intent and management systems. This includes Byway accomplishments and future plans.

## 1.0 Overview of the Byway

Delaware’s Bayshore Byway provides a window to the 100-mile coastal area of Delaware’s Bayshore.

The Delaware Bayshore is widely recognized as an area of global ecological and historic significance. It is a Migratory Shorebird Site of Hemispheric Importance, a Wetland of International Significance, and an Important Bird Area of Global Significance. Its expansive



coastal marshes, sandy shorelines, forests, fields, and agricultural lands provide habitat for more than 400 species of birds and other wildlife. The Nature Conservancy and the National Audubon Society recognize the region as globally significant wildlife habitat. The Nature Conservancy has called the Delaware Bayshore “one of the Earth’s most important stopovers for migratory birds.” The small towns along the Delaware Bayshore enjoy a deep and rich heritage, evolving from early colonial settlements and centers for maritime industries that thrived on the abundant natural resources of the area.

Today, more than 115,000 acres of the Delaware Bayshore are protected as state wildlife areas, state parks, national wildlife refuges, national estuarine research reserves, private conservation lands,

agricultural preserves, and cultural heritage sites. The Delaware Bayshore area is a natural treasure in the middle of the heavily populated Mid-Atlantic corridor. With more than 30 million people living within a three-hour drive, the Bayshore provides low-impact access to a premier natural and historic destination. Appropriate marketing and promotion of this area will support business growth and create new opportunities for ecotourism within the Bayshore region. In 2012, the State, led by the Delaware Department of Natural Resources and Environmental Control, federal agencies, non-profit conservation organizations, and local Bayshore communities launched the Delaware Bayshore Initiative to promote habitat conservation and restoration, enhance and improve outdoor recreation access and opportunities, and strengthen local Bayshore community economies.

## 1.1 Roads of the Byway

With easy access from Interstate 95, Delaware's Bayshore Byway begins in historic New Castle and travels south along State Route 9 through the towns and communities of Delaware City, Port Penn, Odessa, Leipsic, Little Creek, Dover and Kitts Hummock and rejoins SR1 south of Dover. The Byway's Extension continues from the southernmost end of the existing Byway route and brings us through ten communities and natural areas. The extension uses towns near the Route 1 corridor south of Dover as anchors for spurs that extend east towards the Bayshore coast and the key coastal Discovery Zones. These towns (Magnolia, Frederica, Milford, and Milton) are accessible via Route 1 or from the less travelled spur roads leading east. These less travelled roads, from north to south, include Bowers Beach Road, Bennet's Pier Road, Big Stone Beach Road, Cedar Beach Road, Lighthouse Road, Bay Avenue, Slaughter Beach Road, Prime Hook Road, Broadkill Road, North and South Bayshore Drive, and Seashore Drive.

## 1.2 The Bayshore Byway Story

The story of the Delaware Bayshore Byway is about making a conscious decision to get off the crowded, bustling highway of modern America and letting your senses take in the majesty and power of Mother Nature in the wildlife areas and coastal communities of Delaware's Bayshore.

The Byway and its extension are defined by water. The Delaware River and Delaware Bay constitute the eastern edge of Delaware's Bayshore, and the Byway is intersected by the Delmarva Coastal Plain's rivers, streams and marshes. Historically, these water bodies provided an easy mode of transportation, an abundance of food, and a key ingredient for agriculture. The region's rich natural resources supported Native American settlements for 12,000 years. Beginning in colonial times, European settlers populated the easily accessible land. They fished the waters and they farmed the land. Small towns grew as water-dependent commerce developed. The Byway and Bayshore area owe their current existence to more than



80 years of preservation and conservation efforts. Led by local residents, non-profit organizations and state government, these efforts continue to this day. The courageous conservation efforts of private citizens and State government during the 1960s and early 1970s saved the Bayshore from becoming overwhelmed as a supertanker port and industrial center. Delaware's Coastal Zone Act established and signed into law in 1971 was followed by the Delaware Wetland Act of 1973. The Route 9 corridor was finally nominated to the Delaware Byway Program in 2007. What once was destined to become an industrialized coastline is now a unique collection of coastal towns, active farming communities, and globally significant natural areas accessible to the public.

Today, the Bayshore faces new challenges. Global climate change and sea level rise (SLR) threaten the area with increasingly frequent flooding and damage from intense storms.<sup>1</sup> The Byway and Bayshore strategies to enhance the area as a natural attraction are compatible with the State's efforts to measure and describe ongoing and anticipated impacts of SLR and climate change on the Bayshore. SLR is one major reason that the Bayshore concept was conceived. There are significant habitat protection and restoration challenges presented by SLR, as well as threats to vulnerable infrastructure and communities. The Bayshore will look different to future generations due to these climate impacts. Nevertheless, we still have the responsibility of helping the Bayshore to retain its character and conservation value in the face of these changes.

The Story of the Bayshore Byway is best told in the Brand Statement developed during our 2015 Branding and Positioning project that established an overarching identity for the previously fragmented Bayshore Area.

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<sup>1</sup> See Chapter 4 for a description of how the State of Delaware is developing plans to manage and adapt to the impacts of global climate change through the ongoing work of the Sea Level Rise Advisory Committee. Beginning in mid-2013, adaptation recommendations will be issued for public discussion.

## Brand Statement

We are the fields, farms, marshes, rivers and beaches of the Delaware Bayshore, stretching 100 miles along one of the richest natural regions in the nation.

We are the stories of the birth of our nation, the creation of the First State, the ratification of the independence and the protection of our freedom.

We are the tales of forts, fire towers & floating cabins. Where crabbing is a way of life, birding can be a daily escape, hiking comes naturally, and the water beckons for you to explore its many meanderings.

We are the beaches & river towns that create many rich communities, unique places, and passionate people. We are the places you escape to, and the places we escape in everyday.

We are wildlife refuges, walking trails, biking paths & a National Park.

We are at the intersection of preservation and conservation, without any congestion. We are the absolute opposite of beach traffic.

We invite you to explore this amazing path.

We encourage you to get lost in our past.

We are excited for you to discover our hidden gems.

We are the Delaware Bayshore- All American, All Natural.

### 1.3 Byway Concept

The vision of key stakeholders for the Delaware Bayshore strongly governed the development of the Bayshore Byway concept. The coastal towns want to enhance their economic viability by selectively developing tourist attractions that align with their culture, history and future vision for their individual communities. Many of the large landowners want to keep the area “as is” maintaining the existing roadside and community characters. The State and Federal agencies responsible for managing the public lands want to enhance and increase public access and use of natural areas in ways that are compatible with protecting sensitive habitats and wildlife. All members of the Byway Management Team strongly support maintaining (and enhancing) the Byway experience as “the road less traveled”.

Stakeholder visions helped to produce the Discovery Zone concept that directs enhancements and activity

to areas capable and desirous of supporting eco-tourism while maintaining the byway character. Discovery Zones are small towns and natural areas of concentrated attractions with potential for new enhancements. The Byway now has 20 Discovery Zones. The ten original Discovery Zones are described in the 2013 CMP. The Discovery Zones for the extension and their major venues are listed below. Chapter Three describes each zone in detail.

1. *Magnolia*: Includes the Town of Magnolia and the Magnolia Historic District
2. *Bowers Beach*: Includes the Town of Bowers, the unincorporated community of South Bowers, the mouths of the St. Jones and Murderkill Rivers, and portions of the Ted Harvey Conservation Area and the Milford Neck Wildlife Area
3. *Frederica*: Includes the town of Frederica and the Frederica Historic District
4. *Bennett's Pier*: An undeveloped beach near the city of Milford and a fishing destination
5. *Big Stone Beach*: An undeveloped beach by the Milford Neck State Wildlife Area that includes an historic observation tower from World War II
6. *Milford*: Includes the City of Milford, North Milford Historic District, South Milford Historic District, and the Milford Shipyard Area Historic District, Mispillion Riverwalk and Greenway, and Delaware Nature Society's Abbotts Mill Nature Center
7. *Slaughter Beach*: Includes the Town of Slaughter Beach, the Marvel Saltmarsh Preserve, and a portion of the Milford Neck State Wildlife Area including the DuPont Nature Center and Cedar Creek Boating Access Area
8. *Prime Hook National Wildlife Refuge and Fowler Beach*: The Prime Hook National Wildlife Refuge, the State's Prime Hook State Wildlife Area, and Fowler Beach
9. *Broadkill Beach*: Includes the unincorporated community of Broadkill Beach and the Beach Plum Island Nature Preserve
10. *Milton*: Includes the town of Milton, the Milton Historical Society, and the Milton Historic District

## 1.4 Byway Extension Project Process

The concept of extending the Byway south to the terminus of the Historic Lewes Byway and encompassing essentially all of the State's Bayshore Initiative area originated from discussions among the Byway leaders in the Delaware Department of Natural Resources and Environmental Control (DNREC), the Delaware Department of Transportation (DelDOT) and the Byway Advisory Committee in 2012.

The concept was extensively vetted and developed with stakeholders of the coastal communities and towns that comprise the extension over a period of several years. The plan was formally discussed and approved in public meetings with each of the communities, towns and counties of the Byway extension (see Table 1-1 below for specific times).

Table 1.1

July 2015	Bowers Town Council	Voted to approve participation in Bayshore Byway
July 2015	Broadkill Beach Board of Directors Meeting	Voted to approve participation in Bayshore Byway
September 14, 2015	Slaughter Beach Town Council	Voted to approve participation in Bayshore Byway
October 30, 2015	Public press conference	Governor of Delaware holds a press conference on Byway accomplishments including the southern extension
September 26, 2016	Milford City Council Meeting	Voted to approve participation in Bayshore Byway
October 14, 2016	Magnolia Town Council Meeting	Voted to approve participation in Bayshore Byway Extension as a Discovery Zone
November 7, 2016	Milton City Council Meeting	Voted to approve participation in Bayshore Byway
December 7, 2016	Frederica Town Council	Voted to approve participation in Bayshore Byway
December 1, 2016	Kent County	Advised inclusion of Big Stone Beach and Bennett's Pier in the Bayshore Byway Extension
December 1, 2016	Sussex County	Advised inclusion of Fowler Beach, Prime Hook National Wildlife Refuge, and South Bowers Beach in the Bayshore

## 1.5 CMP Principles, Vision, Mission and Goals

The Byway principles, vision, mission and goals developed initially by the Project Advisory Committee continue to provide guidance to the Byway Management Team and key stakeholders. They provide the framework for the Delaware Bayshore Byway CMP 2020 update.

### Byway Principles

1. Recognize, celebrate, and promote the Byway as an internationally recognized treasure. As

such, support protection of natural areas and wildlife and create opportunities for Delawareans and visitors to experience the Bayshore’s natural wonders, unique coastal towns, and historic sites.

2. Consult and collaborate with stakeholders including towns, villages, communities, organizations, landowners, and other individuals that have worked to preserve the corridor.
3. Promote the Bayshore’s stories so that residents and visitors can enjoy and engage with the unique features of the corridor while also supporting economic opportunities that will benefit local residents, businesses, and visitors.

### **Vision**

It is our vision that we will leave for future generations a healthy, globally important landscape that supports a variety of habitats and an abundance of wild plants and animals – even in the face of climate change and sea level rise – connected by a Byway that provides access to where people today and in the future can visit and have an excellent quality outdoor experience through hunting, fishing, birding, kayaking, hiking or simply to enjoy a peaceful scenic view, all the while strengthening and preserving the history and the livelihoods of the people of Delaware’s coastal communities.

### **Mission**

Develop a partnership of citizens, their communities, and their government that will preserve, protect and enhance this globally important area of ecological and historical importance for future generations to learn about and enjoy and coexist with nature, to honor the efforts, both public and private, to secure the Bayshore for future generations all the while respecting the people who reside and earn sustenance from the land and the water of the Bayshore.

### **Goals**

Working with the Project Advisory Committee, eight goals were established. Within each goal, the Committee defined a set of action items to guide the CMP. Updated action items are included in Chapter 5. The goals are:

1. Brand and position Delaware’s Bayshore locally, regionally, nationally and globally and fit the byway within the envelope of the Bayshore brand.
2. Collaborate with residents, organizations and government entities to protect and conserve the working landscape, natural environment, scenic viewsheds, communities and other vital assets of the Bayshore corridor.
3. Support community aspirations by providing guidance and assistance so the Bayshore corridor communities can be successful within the framework that best serves each community. Catalyze partnerships among the coastal communities and Discovery Zones.

4. Enhance access to and use of the Bayshore natural area Discovery Zones with improved facilities, programming, signage and wayfinding, while respecting the wildlife conservation mission of these areas.
5. Working to make the road corridors of the Bayshore Byway Extension safer for all users – drivers, cyclists, walkers, birders and farmers and by ensuring that there is appropriate environmentally sensitive access to key attractions and Discovery Zones while respecting the residents’ strong interest in maintaining the local character of the road.
6. Work with the education community to engage the residents and visitors of all ages in a learning experience about the Bayshore to ensure that current and future generations will continue to experience the Bayshore story and become the stewards for sustaining it.
7. Manage the Byway as an ongoing enterprise to:
  - a. Implement the CMP,
  - b. Advocate for, protect and enhance the Byway through coordination among stakeholders and other key partners, and
  - c. Ensure that the varied interests along the byway are respected.
8. Continue strong coordination with Historic Lewes Byway to ensure this critical link to connect to NJ Bayshore Byway is a seamless and integrated effort.

## 1.6 Byway Management Structure

The Byway is directly managed by a group of committed stakeholders and facilitated by Delaware Greenways. Members of the Byway Management Team (BMT) include representation from each Discovery Zone, leaders of key not-for-profit organizations working to preserve the Bayshore areas, State and local Tourism offices/bureaus, and State agencies like Delaware Department of Natural Resources and Environmental Control (DNREC), Delaware Department of Transportation (DelDOT), and the Historic Lewes Byway. Some of the participating State officials serve in an advisory role (e.g. non-voting) as required by their jobs description.

The primary purpose of the BMT is to define the strategic intent, develop an overarching identity for the entities of the Bayshore (a marketing plan), and catalyze partnership among the variety of organizations that make up the Bayshore Initiative and the Byway. Each Discovery Zone has a management structure of their own be they municipal governments, State/Federal parks and wildlife refuges, or community organizations and has prime responsibility for their new or improved attractions or economic development initiatives.

## 1.7 National Scenic Byways Program Requirements

On September 22, 2019, the Reviving America's Scenic Byways Act of 2019 was signed by the President and became Public Law 116-57. This law requires the U.S. Secretary of Transportation to solicit nominations for certain roads to be designated under the National Scenic Byways Program as National Scenic Byways or All-American Roads based on their archaeological, cultural, historic, natural, recreational, and scenic qualities. Receiving the designation of All American Road or National Scenic Byway designation has been a long time goal of the Delaware Bayshore Byway.

Key stakeholders and State Government leaders have recommended that the CMP be developed with the goal that the Byway is eligible for nomination as both a National Scenic Byway and All American Road. As part of this effort, The Byway has been extended south to include all of the Delaware Bayshore, and the southern terminus has been designed to incorporate access to New Jersey via the Cape May-Lewes Ferry. The Delaware Bayshore Byway will explore the possibility of extending and linking with New Jersey's Bayshore Heritage Byway as a multi-state byway across and around the Delaware Bay. It will potentially include a southern extension in Delaware to the Cape May-Lewes Ferry, Cape Henlopen State Park and partnering with the Historic Lewes Byway: Gateway to the Bayshore. Such a linkage would encircle the entire Delaware Bay and linking the communities and natural areas that make the area unique.

The National Scenic Byways Program is part of the U.S. Department of Transportation, Federal Highway Administration. It was established in Title 23, Section 162 of the United States Code under the Intermodal Surface Transportation Efficiency Act of 1991 and reauthorized and expanded significantly in 1998 under TEA-21 and again under SAFETEA-LU in 2005. This legislation outlines the policies, procedures and requirements for a road or highway to be designated in this Federal Highway Administration program. In 2012, Moving Ahead for Progress in the 21st Century Act (MAP-21), the National Scenic Byways Program was shifted within the Transportation Alternatives Program. Roads can be designated as National Scenic Byways or All American Roads. Delaware's Bayshore Byway meets all of the following requirements for All American Road Designation as illustrated in Table 1-2. Each check mark below indicates where this byway meets the program criteria.

Table 1-2 Program Criteria for National Scenic Byways and All-American Roads

No.	Program Criteria	National Scenic Byway	All American Road
1	State Scenic Byway Designation	✓	✓
2	Accommodate 2-wheel drive vehicles	✓	✓
3	Accommodate where feasible bicycle and pedestrian travel	✓	✓
4	Accommodate conventional tour buses.	N/A	✓

Table 1-2 Program Criteria for National Scenic Byways and All-American Roads

No.	Program Criteria	National Scenic Byway	All American Road
5	Complete a CMP	✓	✓
6	Demonstrate enforcement mechanisms by byway communities	N/A	✓
7	Available user facilities for travelers are in place	✓	✓
8	Plan to accommodate increased tourism	N/A	✓
9	Plan to address multi-lingual information	N/A	✓
10	Be continuous and minimize intrusions of the visitor experience	✓	✓
11	Have two intrinsic qualities	N/A	✓
12	Have one-of-a-kind features	N/A	✓
13	Narrative to promote, interpret and market byway to attract international travelers	N/A	✓
14	Demonstrates that it is a destination unto itself	N/A	✓

Delaware Bayshore Byway CMP meets all 14 requirements of the National Scenic Byways Program as illustrated in Table 1-2 for an All-American Road. As shown in Table 1-3, the CMP meets all the requirements for National Scenic Byway and All American Road designations.

Table 1-3 Corridor Management Plan Requirements

No.	Corridor Management Plan Requirements	National Scenic Byway	All American Road
1	Map of corridor boundaries	✓	✓
2	Assessment of the Intrinsic Qualities and their context	✓	✓
3	A strategy for maintaining and enhancing the Intrinsic Qualities (CMP Enhancement Plan)	✓	✓
4	An Implementation Schedule	✓	✓
5	A strategy describing how existing development will be enhanced and new development will be accommodated while preserving the Intrinsic Qualities (CMP Enhancement Plan)	✓	✓
6	A Public Participation Plan	✓	✓
7	A review of highway's safety and accident record	✓	✓
8	A plan to accommodate commerce and user facilities while maintaining safe traffic and transportation	✓	✓
9	A visitor experience plan to demonstrate intrusions have been minimized and improvements have enhanced the experience (CMP Marketing, Development and Economic Development Plan)	✓	✓

Table 1-3 Corridor Management Plan Requirements

No.	Corridor Management Plan Requirements	National Scenic Byway	All American Road
10	Compliance with outdoor advertising laws	✓	✓
11	A Sign Plan	✓	✓
12	A Marketing Plan	✓	✓
13	Context Sensitive design standards	✓	✓
14	An Interpretive Plan	✓	✓

## 1.8 Navigating the CMP

The Delaware Bayshore Byway CMP 2020 consists of five chapters designed to highlight why the Byway stands apart and how to maintain and enhance its uniqueness.

In Chapter 2, titled, “**Describing the Byway Corridor**”, the Byway story unfolds including the Byway significance, intrinsic qualities, and characteristics.

While there are many common features along the Byway and the Bayshore, each of the communities and natural areas has a different personality with unique features, stories and individual considerations.

Chapter 3, titled, “**Introducing Delaware’s Bayshore Initiative and the Byway’s Discovery Zones**”, introduces the State’s Bayshore Initiative, tells the story and current aspirations of the ten new Discovery Zones of the southern extension and describes the partnership with the Historic Lewes Byway

Various state, county, and local government agencies, and non-profit organizations are responsible for elements of the byway corridor. Through this responsibility, they have contributed to the current form of the Byway and Byway Extension. By identifying tools to preserve the Byway and the Bayshore, the Byway Management Entity can better implement its recommendations by coordination with these key stakeholders. Chapter 4, titled, “**Examining the Corridor Context**”, outlines these tools and summarizes the conditions of the Byway.

Chapter 5, titled, “**Preserving and Enhancing the Byway**”, defines the vision, mission, goals and challenges developed in the previous chapters and the 2013 CMP for the entire Byway. It develops strategies and recommendations to address each. From the recommendations and strategies, key action items and timelines are created. This chapter also documents the accomplishments of the Byway since 2013.

## Chapter 2 – DESCRIBING THE BYWAY CORRIDOR

### 2.1 Introduction

With the Byway extension south to the terminus of the Historic Lewes Byway, the Byway now provides access to the entire natural, historic and scenic Delaware Bayshore region. The northern part of the Byway (~50 miles) travels down scenic Route 9; the southern extension (~50 miles) parallels the Bayshore coast about five miles inland. Small towns and communities along the byway (or within several miles of the Byway) provide both a window into a diverse coastal heritage as well as a variety of traveler services.

The main route and spurs of the Byway expose visitors to a diversity of landscape features that define the Delaware Bayshore: croplands, upland freshwater marshes, tidal wetlands, waterways crossings, estuaries and coastal communities. The Delaware Estuary is constantly changing and represents one of the most productive and diverse ecosystems in the nation. The area is recognized as an area of global ecological significance.

Along the Byway and in the Discovery Zones, the Byway contains many areas of high intrinsic value including National Register Historic sites, natural viewsheds, wildlife viewing areas, Nature Education Centers and active recreation sites (hiking, boating, fishing and hunting). Many of the sites (especially the newer wildlife viewing areas and nature centers) are ADA compliant.

### 2.2 Statement of Significance

Delaware Bayshore Byway travels through and serves an extensive and contiguous area of conserved coastal marshes and shoreline on the eastern seaboard – the Delaware Bayshore region. It is a recognized as an area of global ecological and historical significance. The Byway is located in the lower portion of the Delaware Estuary, a fragile ecosystem that stretches from Trenton, New Jersey and Morrisville, Pennsylvania, south to Cape May, New Jersey and Cape Henlopen, Delaware, and includes all of the Delaware Bay and the lower tidal reaches of the Delaware River.<sup>2</sup> The Byway corridor travels through a network of rivers and streams that lead to the Delaware River and the Delaware Bay, state wildlife areas, national wildlife refuges, pastoral farmland, picturesque coastal towns, and historic attractions.

The Bayshore region's expansive coastal marshes, sandy shoreline, forest, fields and agricultural lands provide habitat for more than 400 species of birds and other wildlife. Birders and biologists from around

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<sup>2</sup> University of Delaware Sea Grant College Program, 1988



the world come to central Delaware's Bayshore region to witness the annual spring spectacle of more than a half million migratory birds taking a rest stop to dine on the eggs of horseshoe crabs. Delaware Bay has the world's largest population of horseshoe crabs. They deposit their eggs along the high tide line of Delaware beaches, thereby providing food for vast flocks of shorebirds, such as red knots.

In addition to birding enthusiasts, the Bayshore offers quality recreational opportunities for hunters and anglers, boaters and kayakers, casual wildlife watchers, and families seeking outdoor opportunities to recreate and learn about nature.

The spring season in May and June brings hundreds of thousands of shorebirds to the Bayshore's sandy beaches and coastal marshes, so that they can rest and refuel for the remainder of their migratory flight north. The fall migratory season brings shorebirds back again as early as July with peak numbers and diversity occurring into September. Waterfowl are also plentiful during fall migration from September to November. Many kinds of waterfowl, especially snow geese, winter along the Bayshore until February or March, when northward spring migration begins again. Innovative uses of weather radar recently demonstrated the importance of Bayshore forest and shrub habitats as resting and feeding areas for songbirds during spring and fall migration.<sup>3</sup>

The Bayshore is also a breeding epicenter for horseshoe crabs that deposit their eggs on the beaches each spring. Additionally, shell-planting management efforts are restoring the oyster population, which, until the mid-twentieth century, supported one of the largest fisheries in the Delaware Bay.

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<sup>3</sup> La Puma, D., D. Mizrahi, J. Buler, and V. Elia. 2012. Determining high-use bird stopover areas in the Mid Atlantic Coastal Plain using National Weather Service Doppler radar. Report to the Delaware Division of Fish and Wildlife, DNREC. 44pp.

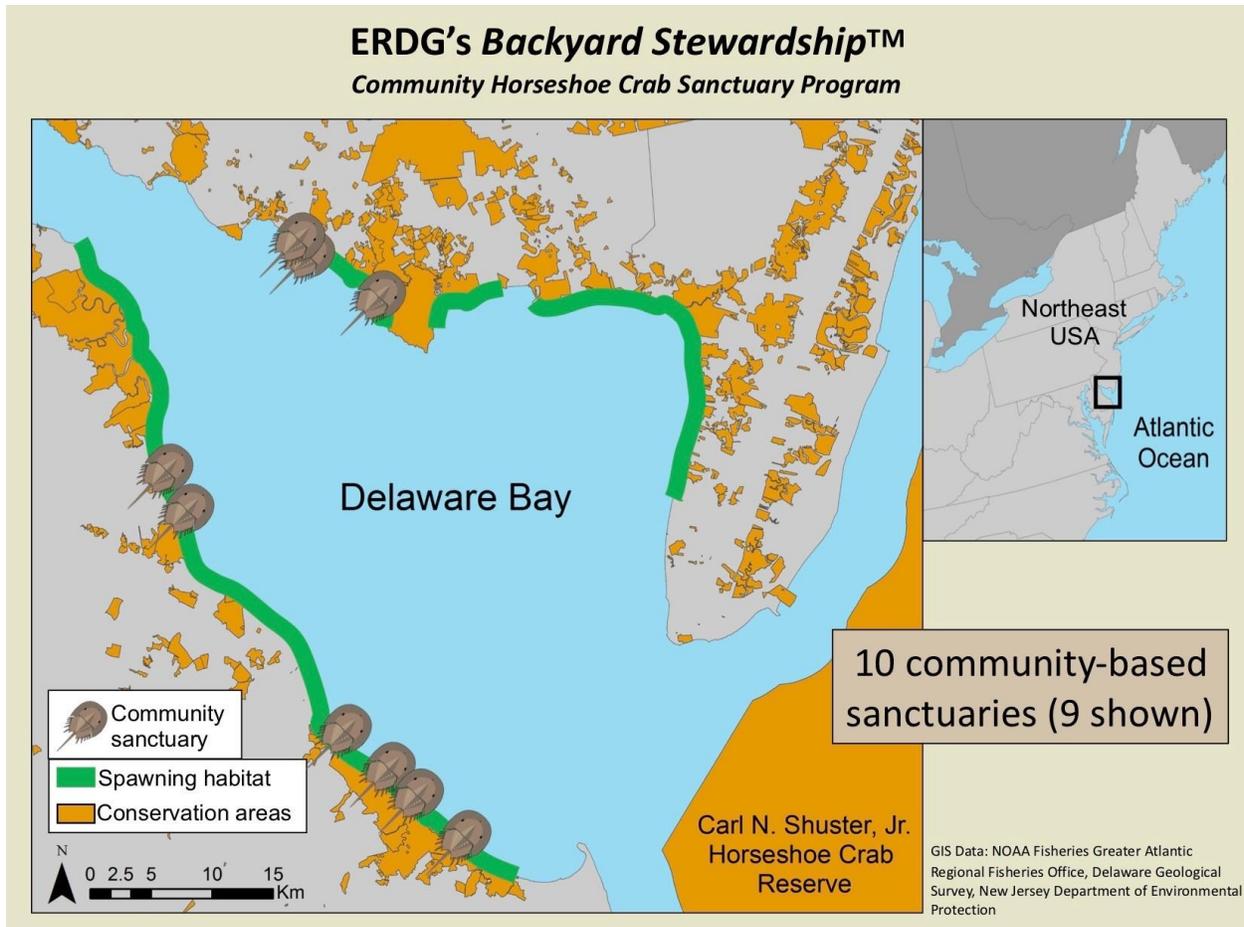


Figure 2.1: Shown above are the spawning habitats for horseshoe crabs in the Delaware Bay (credit: ERDG)

The Byway encompasses an area where there are some of the oldest settlements in the state with a diversity of great examples of seventeenth, eighteenth- and nineteenth-century architecture.

Archeological evidence suggests that Humans existence within the Delaware Estuary date back 12,000 – 13,000 years.

The Bayshore region has received the following recognitions:

- In 1986, the Delaware Bay was classified by the Western Hemisphere Shorebird Reserve Network as a Site of Hemispheric Importance due to the sheer number of shorebirds that use the bay as a migratory stopover – over a half million annually.
- In 1992, the Ramsar Convention on Wetlands designated the Delaware Bay Estuary as a Wetland of International Significance because it provides critical resting and feeding areas for migratory shorebirds and wading birds.
- In 2001, the National Audubon Society and the American Bird Conservancy jointly recognized the Delaware Coastal Zone as an Important Bird Area (IBA) of Global

Magnitude- the highest possible designation- for its critical role in the life cycle of multiple imperiled species, including Red Knot, Black Rail, Saltmarsh Sparrow and Piping Plover.

- National Headquarters of the American Birding Association (ABA) moved to Delaware City, DE from Denver, CO in 2013

The prevalence of water throughout the region provides a rich opportunity for both active and passive traveler experiences. The abundance of waterways at low elevations throughout the Bayshore also creates major flooding and beach erosion due to climate change related problems. A variety of organizations led by State Government have spent a great deal of effort over the last ten years working to understand and build community awareness of the threats of global climate change, and specifically sea-level rise and its impact on Delaware and the Delaware Bayshore. Flooding and beach erosion are major issues to both the residents and State government in many areas of the Byway and Byway Extension region. Extensive mitigation programs are in progress or are being planned for future implementation. The Nature Centers in the Bayshore area feature climate change impact as part of education mission.

Originally, the Byway concept primarily focused on the road and the attractions immediately adjacent to the road. The enhanced concept now treats the byway as a corridor with the road as the spine and key attractions as Discovery Zones. The Byway has 20 Discovery Zones.

## **Role of the Estuary and Natural Habitat**

The Bayshore Byway is a critical area of the Delaware Estuary. The Estuary encompasses the Delaware River and its tributaries, the Delaware Bay, and the adjacent tidal marshes and wetlands. The lower portion of the Delaware Estuary characterizes much of the Byway landscape. As long as humans have inhabited this region, they have also relied upon the Delaware Bayshore natural resources for sustenance. From the Dutch settlements of the seventeenth century, to the fishing towns and resort towns of the nineteenth century, the ecology of the larger Delaware Estuary provides a unique natural resource.

From this estuary, there sprang fishing and oystering towns, ports, industrial centers and wildlife refuges. Throughout the late 1800s and early 1900s, oysters were the livelihood of watermen.<sup>4</sup> Today, the presence of the State Parks and Wildlife Areas, Natural Estuarine Research Reserves, National Wildlife Refuges, private conservation lands, and farmlands reflect how important the landscape is to the people who settled

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<sup>4</sup> Kauffman et al., 2011. Economic Value of the Delaware Estuary Watershed. University of Delaware – Water Resources Agency, Institute for Public Administration, School of Public Policy and Administration).

here.

The Estuary is an economic engine for the region, providing approximately 500,000 direct and indirect jobs generating more the \$10 billion dollars in annual wages. Nearly two percent of the United States population relies on the Delaware Estuary for their drinking water, with 750 million gallons of drinking water supplied each day directly from the Delaware Estuary and its nearby tributary watersheds. In addition to wages, activities associated with the Delaware Estuary including recreation, water quality and supply, hunting, fishing, forest, agriculture, and parks generate an estimated \$10 billion annually in economic value for the region.<sup>5</sup>

## A Shifting Landscape

Change is part of the story of this unique landscape. Human activities have molded the communities and environmental characteristics of the byway corridor. Archeological history suggests habitation goes back as far as ~12,000 years ago. There are many examples of 17<sup>th</sup>-19<sup>th</sup> century communities. Dikes and canals have attempted to hold back the brackish waters of the Bay or create new transportation routes. Construction of the C & D Canal began in 1804, was open for business in 1829. The C&D Canal is the only major commercial canal built in the early 1800s that is still in use.<sup>6</sup> The clearing of forested lands for agriculture provided food and a living for many. In the past, farmers grew corn, squash, beans and tobacco. Today's crops include wheat, corn and other grains, potatoes, and soybeans. The ever-evolving maritime activities capitalized on the seawater and resources of the estuary environment. Fishing for shad, perch, weakfish, striped bass, oysters, blue crabs and other finfish and shellfish remains recreationally and commercially important. Although some fish populations such as sturgeon have declined to the point that their harvest is no longer permitted, conservation efforts continue to improve the health of the estuary environment.

The Bayshore region was an important defense area through several wars. The long narrow shape of the Delaware Bay explains why this Byway corridor has the most complete network of Coastal Defense resources in the country beginning with the War of 1812 and the Civil War, and through World War I and II. Each new generation of military defense moved farther downstream:

- American Revolution Defenses – Fort Mifflin, PA (1777)
- Civil War Defenses - Fort Delaware, Kent County, DE (1859) and Fort Mott, NJ (1896), Fort DuPont (1898) Civil War through World War II
- World War I – Fort Salisbury (1918), Sussex County, DE

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<sup>5</sup> Scott M. Kozel, Pennways, Roads to the Future, [http://www.pennways.com/CD\\_Canal.html](http://www.pennways.com/CD_Canal.html)

- World War II – Fort Miles (1941), Sussex County, DE

The Delaware Estuary watershed and its natural resources face new challenges from global climate change and flooding and erosion from sea-level rise. Sea-level rise threatens a number of the natural wildlife areas, farms and towns. Sea-level rise demands further management efforts to protect vital ecosystems, wildlife habitats, and popular hunting, fishing and birding areas.

Change is ever present in the Bayshore. The Byway and its numerous education initiatives not only offers a view of our Nation’s past, but provides a glimpse into our future in the face of Global Climate Change.

### 2.3 The Byway Story and its Qualities

“Welcome to Delaware’s quieter and wilder side” is about making a conscious decision of getting off of the crowded bustling highway of modern America and letting your senses take in the majesty and power of Mother Nature in the natural spaces and coastal communities of Delaware’s Bayshore. Once the cradle of colonial Delaware, the abundance of natural resources from the bay and wetlands, rich coastal farmlands, and a network of waterways supported both Native Americans and early settlers.

Seven towns and communities (New Castle, Delaware City, Port Penn, Woodland Beach, Bowers/South Bowers, Slaughter Beach, and Broadkill Beach) front the Bay, while seven (Odessa, Leipsic, Little Creek, Magnolia, Frederica, Milford and Milton) are located along rivers that lead into the Bay. All provided opportunity and accessibility to wildlife that could be hunted, fished, or trapped. With the advent of more modern transportation systems, first the railroads and then the automobile, the importance of the water network and the natural resources declined. The Bayshore area was dominated by large farms that passed from generation to generation and by hunting and fishing in the natural areas. Although industrialization was concentrated in Wilmington and Philadelphia to the north, pollution from these late nineteenth and twentieth century industries spread down the Delaware River and Bay, adversely affecting the aquatic life of the Bayshore and sending the prosperous fishing industry into rapid decline. As population centers migrated to industrial areas in search of jobs, the Bayshore communities became quiet reminders of the past.

Today, the Delaware Bay small community enclaves offer the pleasures of wildlife viewing, beachfront activities and respite from bustling daily lives. The Bayshore, as we know it today, exists because of the conservation and preservation efforts of concerned citizens and government leaders in the 60’s and 70’s. The establishment of the State Planning Office and DNREC, along with the Coastal Zone Act adopted in 1971 and the Wetland Act adopted in 1973, led the way in addressing, managing, and regulating

environmental issues and resources throughout the State. The goal of the Delaware Coastal Zone Act was to protect Delaware's coastal area from destructive impacts of heavy industrialization and offshore bulk product transfer facilities, as well as to protect the natural environment of the coastal areas and safeguard their use primarily for recreation and tourism.

Several non-governmental organizations are actively involved in protecting the resources along the Byway and within the Bayshore. Delaware Wild Lands, Inc., founded in 1961 by the late Edmund H. (Ted) Harvey, is a private, non-profit organization dedicated to the conservation and preservation of natural areas through the acquisition and management of strategic parcels of land, many of which are within the Bayshore region. The Nature Conservancy and Delmarva Ornithological Society helped to protect Yardley Dale at Thousand Acre Marsh, and The Conservation Fund helped to protect Mispillion Harbor, just north of Slaughter Beach.

Without these initiatives, the Delaware River and Bay's diverse wildlife and ecosystems would be lost, as would a burgeoning local ecotourism industry. Today, the landscape along Delaware's Bayshore and the Bayshore Byway is evidence of the changes in public policy that actively protected this locally and globally significant natural landscape from becoming an industrial setting. This legacy of conservation and preservation provides residents and travelers with the opportunity to engage with Mother Nature, enjoy the abundant marshes and water resources through a variety of recreational pursuits, and learn about the rich history of the area's early settlers, who lived by the cycles of nature and from the riches of the land and water. These and other natural qualities are at the heart of Delaware's Bayshore Byway and the Delaware Bayshore Initiative.<sup>7</sup> Since the 2007 nomination, the Byway story and its significance have grown as a means to provide many residents and eco-tourists access to the Bayshore region. The many conserved natural areas and historic sites are more accessible, especially since the launch of the Delaware Bayshore Initiative, one of two Delaware projects included in the national America's Great Outdoors Initiative in 2012. The Byway corridor's natural, scenic and historic characteristics define both the Bayshore and the people who depend on it for their livelihood and pleasure.

The Byway story is also a collection of place-based stories organized into "Discovery Zones" that focus on:

- Experiences from nature derived from the ecology and landscape of the Delaware River and Bay (Natural Intrinsic Qualities);
- Living history for insights into the relationship of the people to the Delaware River and Bay and its coastal landscape over 400 years (Historic and Cultural Intrinsic Qualities); and

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<sup>7</sup> DNREC, Delaware Bayshore Initiative, <http://www.dnrec.delaware.gov/Pages/Delaware-Bayshore.aspx>

- Heroic efforts to protect and conserve the coastal environment for future generations (Scenic Intrinsic Qualities).
- An abundance of Nature related recreational opportunities (Recreation Intrinsic Qualities)

## 2.4 Corridor Features and Intrinsic Qualities

Along the Byway route and in the 20 Discovery Zones, the Bayshore visitors can immerse themselves in many Natural and Historical attractions, actively participate in a number of ecosystem education and recreational opportunities or just relax and take in some of the many scenic views.

Key traveler experiences along the Byway include: Birding, wild life viewing and photography, significant coastal education options, hunting, fishing and crabbing, hiking and biking, paddling and boating, exploring historical sites, communities and maritime settlements and enjoying local foods.

Minutes away from the bustling East Coast megalopolis, the Bayshore and the Bayshore Byway are rich in the natural, historic and scenic intrinsic qualities.

### Key Natural attractions and their activities include:

#### Two National Wildlife Refuges (Bombay Hook NWR and Prime Hook NWR)

- Visitors centers w/ADA accommodations
- Wild life viewing facilities
- Hiking and biking trails
- Scenic drives
- Water access and recreational options
- Bombay Hook National Wildlife Refuge is a 15,978 acre National Wildlife Refuge located along the eastern coast of Kent County, Delaware, on the Delaware Bay. It was established on March 16, 1937 as a refuge and breeding ground for migratory and wintering waterfowl along the Atlantic Flyway. The Refuge was purchased from local land owners with federal duck stamp funds.

Today, the refuge protects wildlife of all kinds, with emphasis on all migratory birds. The refuge also contains the Allee House, a pre-revolutionary war farmhouse on the National Register of Historic Places.

- Prime Hook National Wildlife Refuge is 10,000 acres and is considered to have one of the best existing wetland habitat areas along the Atlantic Coast. The refuge provides nature trails, bird and wildlife watching, and ponds for canoeing and boating. Hunters and anglers find hours of quiet solitude in season.

### Three State Parks (Fort Delaware, Fort DuPont and Cape Henlopen)

- Fort Delaware preserves all of Pea Patch Island in the middle of the Delaware River, including the historic Civil War fortress, which housed prisoners of war. It is accessible by tour boat and is a very popular school trip destination.
- Fort DuPont is a former military base, named after Rear Admiral Samuel Francis DuPont, and was in use from the Civil War through World War II; it protects a stretch of land along the Delaware River and the Chesapeake and Delaware Canal (C&D). Fort DuPont is undergoing an extensive redevelopment plan that includes economic development that is compatible with current historic structures and recreational purposes. The park provides access to an extensive bike trail along the C&D Canal.
- Cape Henlopen is Delaware's largest state park and is within the boundary of the Historic Lewes Byway. It includes the remains of World War II era Fort Miles and its iconic observation towers, which dot the Cape's beaches on both the Atlantic Ocean and Delaware Bay. The National Harbor of Refuge and Delaware Breakwater Harbor Historic District and its two lighthouses are visible from the beaches. The Park has both bay and ocean access with amenities, many trails for cycling and hiking, and a large campground for both tents and RVs.

### Seven State-operated Wildlife areas (Augustine, Cedar Swamp, Woodland Beach, Little Creek, Ted Harvey Conservation area, Milford Neck, and Prime Hook)

Collectively these seven Wildlife Refuges preserve over 28,000 acres as natural areas. Unlike Delaware's state parks, which are geared to more general outdoor recreation, the wildlife and conservation areas are managed primarily for recreational activities such as hunting, fishing, birding, and general wildlife viewing, a mission similar to the National Wildlife Refuges operated by the U.S. Fish and Wildlife Service. The refuges clearly provide the opportunity to communicate with Delaware's wild side. For the most part, the areas are the most undeveloped areas of the Byway with only access roads/parking areas, trails and wild life viewing platforms. Ashton Tract in the Augustine Wildlife area and Little Creek Wildlife area have new viewing platforms that are fully ADA compliant.

Seven Nature Oriented Education Centers (Headquarters of ABA, Port Penn Interpretative Center, Aquatic Resources Education Center, Delaware National Estuarine Reserve, Bowers Beach Maritime Museum, Abbots Mill Nature Center, and DuPont Nature Center.

- **The American Birding Association**, head quartered in Delaware City is a non-profit 501(c)(3) organization that provides leadership to birders by increasing their knowledge, skills, and enjoyment of birding.
- **The Port Penn Interpretive Center** is located in the village of Port Penn, about four miles south of Delaware City. The Center offers displays and programs which explain the folk life of the historic wetland communities along the shores of the Delaware.
- **The Aquatic Resources Education Center (AREC)** is operated by the Delaware Division of Fish and Wildlife, with a focus on wetlands, fishing, horseshoe crabs and other aquatic education themes. AREC is also a Delaware Bayshore Byway Visitors Center.
- **The Delaware National Estuarine Research Reserve (DNERR)** is one of 29 National Estuarine Research Reserves across the country whose goal is to establish, protect, and manage natural estuarine habitats for research, education, and coastal stewardship.
- **The Bowers Beach Maritime Museum** is a wonderful place to learn some of Delaware's coastal history. The museum offers information on Delaware Bay, the local watermen of the area, and houses many artifacts from the town of Bowers Beach.
- **Abbott's Mill Nature Center of Delaware Nature Society** features year-round natural, cultural, and agricultural history programs available for individuals of all ages and the entire family. Kids will enjoy Live Native Amphibians and Reptiles exhibits, plus Mammal, Waterfowl, and Raptor taxidermy displays.
- **DNREC's DuPont Nature Center** is a science-based educational and interpretive facility with interactive exhibits designed to connect people with the Delaware Bay's natural history and ecology. More than 130 species of birds, fish, shellfish, and other animals can be found in the surrounding estuary habitat. Inside the center visitors can view nesting ospreys on the live osprey cam and can use the live, interactive nature cam to check out the horseshoe crabs and shorebirds along the shoreline across the harbor. Aquariums feature live horseshoe crabs, fish, shellfish and terrapins.
- **One Certified Community Wildlife Habitat:** Town of Slaughter Beach including the Marvel Saltmarsh Preserve, a hands-on ecosystem experience.

### Historic qualities:

Colonial development of the Bayshore started in the 1700s and flourished in the 18<sup>th</sup> and 19<sup>th</sup> Centuries on the abundance of natural resources both for food, building materials and waterway travel.

Archeological excavations suggest human beings populated the area for over 12,000 years. The Bayshore's history comes alive in the small towns and communities of the Bayshore region. The attractions include:

**Nine Towns with National Register Districts (New Castle, Delaware City, Port Penn, Odessa, Little Creek, Frederica/ Magnolia, Milford (with three districts: North Milford, South Milford and Milford Shipyard area), Milton and Lewes.**

- These towns offer visual evidence of a time and place in history. There are scenic drives with historic houses, parks, walkable downtown areas, and waterways that reflect the history and provide recreational opportunities (New Castle Battery Park; Delaware City Water Front walk; Milford's Mispillion Riverwalk and Greenway; Memorial Park and Mill Park in Milton).

These areas also provide a number of traveler services for the Byway visitors (food/ fuel/lodging and shopping opportunities).

The University of Delaware's Center for Historic Architecture and Design has developed an architecture inventory of the Bayshore Byway towns including architectural descriptions, photographs and research that conveys the culture these resources helped create or exemplify. This inventory documents over 100 historic structures in the Bayshore. The Bayshore Byway Historic Architecture Tour can be found here: [https://delDOT.gov/Programs/byways/pdfs/BayshoreArchGuide\\_Formatted-extension.pdf?cache=1586178388215](https://delDOT.gov/Programs/byways/pdfs/BayshoreArchGuide_Formatted-extension.pdf?cache=1586178388215)

**A National Park, First State National Historic Park.** The park covers the early colonial history of Delaware and the role Delaware played in the establishment of the nation, leading up to it being the first state to ratify the Constitution. It tells the unique story of the early settlement of the Delaware Valley by the Dutch, Swedes, Finns, and English and their relationship with Native Americans. Two major parts of the Park are on the Bayshore Byway (New Castle, which serves as park headquarters and the John Dickinson Planation in the St Jones Neck Discovery Zone).

**A number of small/local museums including:**

- Eight museums in New Castle
- Historic Houses of Odessa
- Air Mobility Command Museum

- Barratt's Chapel and Museum, located in Frederica, Delaware, is the oldest surviving church building in the United States built by and for Methodists. Known as the "Cradle of Methodism," the site is an officially designated Heritage Landmark of the United Methodist Church.
- Bowers Beach Maritime Museum
- Milford Museum
- Milton Historical Society's Lydia B. Cannon Museum

#### **A National Register Archeological Historic site:**

- South Bowers Beach Site: The Island Field Site (7K-F-17) is a major archaeological site in Kent County, Delaware. The site is located in South Bowers, just south of the Murderkill River near where it empties into Delaware Bay. The site was a major prehistoric Native American village site, which was most notable for its cemetery.

#### **Scenic Viewsheds:**

The working agricultural landscape is a significant feature of the scenic beauty and pastoral character of the Byway and Extension. Many of these farms exist today because of their continued stewardship by farmers who have tilled and worked the lands for generations and state conservation practices through the Delaware Department of Agriculture preservation and planning programs that supports the Agricultural Lands Preservation Foundation.

Many of the Byway towns and hamlets offer spectacularly sweeping scenic views of the marsh and the Delaware Bay. Traveling on the seasonably available Forts Ferry Crossing from Delaware City provides for viewing the scenery of Delaware's Bayshore landscape.

In addition to the Bayshore, there are several important waterways leading from within the Byway Extension and into the Delaware Bay that contribute to the natural and scenic qualities of the Byway:

- St. Jones River
- Murderkill River
- Mispillion River
- Cedar Creek
- Broadkill River

#### **Water Recreation opportunities:**

The Bayshore and the Byway are defined by water. Water is everywhere! With broad Bay beaches, marshes, meandering rivers, ponds, fishing piers, marinas and boating facilities, and scenic town waterfronts, there is a wealth of water related experiences along the Bayshore and Byway. Within the

Bayshore region, there are 37 boat ramps within a 5-mile radius of the Delaware Bayshore Byway route. The boat gives boaters, fisherman, birders, and other outdoor enthusiasts access to the waterways. In late 2019, the Town of Little Creek added a state of the art \$1.9 million boating and fishing access area to the extensive list of water recreation opportunities that the Bayshore region has to offer. Additionally, at many of the outdoor education centers there is access to ponds, and the Delaware Bay to explore the water around the centers.

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## Chapter 3 —INTRODUCING the DELAWARE BAYSHORE INITIATIVE AND THE BYWAY'S Southern Extension DISCOVERY ZONES

### Introduction

Delaware Bayshore Byway provides access to the Delaware Bayshore's natural areas, towns and communities, historic points, farms and water. Key traveler activities along the byway include:

- birding
- wildlife viewing and photography
- significant coastal education options
- hunting
- fishing and crabbing
- hiking and cycling
- paddling and boating
- exploring historical sites, small towns, coastal communities, and maritime settlements
- enjoying local food
- staying at quaint B&Bs
- enjoying magnificent scenic views

Serving as the gateway to the Bayshore, the Byway in large part exists and will be enhanced and sustained because of the Bayshore Initiative and the range of partnerships involved in this initiative. To truly understand the Byway, one has to understand the Bayshore Initiative and the variety of assets that make up the Bayshore.

This Chapter describes the Bayshore Initiative and the attractions that make up the 10 new Discovery Zones of the Southern Extension. The original 10 Discovery Zones are fully described in the 2013 CMP.

### 3.1 Delaware's Bayshore Initiative

In 2012, DNREC launched the Delaware Bayshore Initiative to spur conservation, recreation and eco-tourism in the Bayshore area. This effort has received national recognition and has become part of the U.S. Department of Interior's "America's Great Outdoors Initiative". The Bayshore Initiative area extends from the City of New Castle south to the coastal city of Lewes, encompassing 100 miles of Bay coastline. The Delaware Bayshore Initiative continues the conservation commitment made over the past

half century by citizens groups such as Delaware Wild Lands and government officials like Governor Russell W. Peterson in establishing Delaware’s Coastal Zone Act. Due in large part to this legacy, most of the Bayshore is formally protected as state, federal and private conservation lands and remains undeveloped today. More than 115,000 acres are already protected as national wildlife refuges, state wildlife areas, state parks, national estuarine research reserves, private conservation lands, agricultural preserves, and cultural heritage sites throughout the Bayshore area.

Under the umbrella of Delaware’s Bayshore Initiative, project associates have established a framework, called the Grand Vision, to preserve and protect the Bayshore. Focused on the principles of habitat conservation, low impact recreation and strong communities, the initiative’s vision brings both the public and the private sector to common goals.

The Grand Vision follows:

- **Habitat Conservation:** That we will leave for future generations a healthy, rural Bayshore landscape that supports a variety of habitats and an abundance of wild plants and animals – even in the face of climate change and sea level rise.
- **Low-impact Recreation:** That we will have a network of publicly accessible lands where people today and in the future can visit and have quality outdoor experiences through hunting, fishing, birding, kayaking, hiking or simply to enjoy a peaceful scenic view.
- **Strong Communities:** That by doing so, we will have widespread support for conservation actions that will provide a better quality of life for residents and their communities and improve an economy boosted by the addition of jobs and income associated with eco-tourism.

The Bayshore faces five major challenges:

- Erosion and other damage caused by frequent and severe storms
- Climate Change
- Sea Level Rise
- Aging infrastructure
- Invasive species

To guide where to focus activities, how to set priorities, and implement projects, DNREC formed four support teams:

- Habitat Protection and Restoration
- Shoreline Protection and Flood Management
- Recreation
- Promotion and Financial Resources

In addition to working within the organization, the support teams will work with conservation partners and Bayshore towns, communities and residents to identify ideas, issues and concerns as well as ensure that the activities of the Bayshore Initiative and the Byway are in alignment.

### **Current Actions Undertaken**

As the byway process transitions to its implementation phase and to its Management Organization, five key priority action items have been identified.

1. Using the recently completely Byways Branding Guide, catalyze a private –public partnership to promote the Delaware Byways
2. Catalyze increased use of the waterway assets for ecotourism based on results of evaluation
3. Enhance access to and integration of wildlife-viewing opportunities
4. Actively seek grant opportunities to support Bayshore and Byway activities
5. Continue to advocate for and support the economic development efforts of the coastal towns. As appropriate, facilitate partnerships to leverage these efforts.

### **3.2 Current Projects of the Bayshore Initiative**

DNREC has been advancing projects in the agency’s managed natural areas within the Byway’s Discovery Zones that are in alignment with the Bayshore Initiative and the Byway.

The four Bayshore Support teams developed management strategies and recommendations by for the natural areas managed by DNREC. The recommendations and strategies related to the Byway follow:

#### **Habitat Protection and Restoration Support Team**

Maintaining and supporting the natural habitat of the Bayshore is central to the Bayshore Initiative. The Support Team must weigh the need to acquire additional lands with the need to manage and restore existing conservation lands. Decisions regarding land acquisitions must consider how the land can restore and enhance the natural habitat. For instance, it is necessary to strengthen the resiliency of the coastline in a sustainable manner against storms. Enhancing access to Bayshore conservation areas is an important part of educating the public about the value of habitat conservation.

#### **Shoreline Protection and Flood Management Support Team**

The support team’s first priority is maintaining a healthy shoreline, defining “healthy” as environmentally and economically sustainable. The Bayshore requires a shoreline protection and flood management analysis, in order to identify areas for adaptive restoration and management. This analysis will be an

extension of the Sea-Level Rise Vulnerability Analysis and will help identify the most urgent actions needed on the ground to protect habitat functions and values.

## Recreation Support Team

The Recreation Support Team recognizes that tourist services allow visitors to enjoy what the Bayshore has to offer. The Delaware Department of Natural Resources and Environmental Control conducted an online survey of Bayshore visitors that indicated that wildlife viewing and walking/hiking are the most popular activities among Bayshore visitors, followed by birding, photography, fishing and canoeing/kayaking. Taken together, 57% of the respondents selected these six activities, out of the fourteen available choices. While the survey will continue, the Byways Program anticipates that ‘hot spots’ of activities will emerge and become focus areas to improve access. The online survey also reveals that trails, restrooms, observation towers and maps are the most important visitor amenities cited by the respondents.

Additionally, survey results presented in DNREC’s 2013–2018 Statewide Comprehensive Outdoor Recreation Plan (SCORP) broke down its recreational participation survey results according to five broad regions across the state and for five municipalities, including Milford. While the communities included in the Delaware Bayshore are each unique in their local culture and assets, Milford’s survey results nonetheless shed light on the popular outdoor recreational activities among people living in Bayshore communities. The results indicated that swimming at the beach and fishing are the third and fifth most popular activities among Milford survey respondents, respectively. Fishing is followed closely by visiting historic sites, cycling and picnicking. About fifty percent of Milford households responded that they participate in these five activities. The Scenic and Historic Byways Program enhances opportunities in all of these activity areas, and therefore responds to the interests of Bayshore communities.

The 2013–2018 SCORP also indicates that 65% of Delawareans support improving and enhancing existing outdoor recreational areas, compared to 29% who support investing in new areas. While the work of the Bayshore Byway support teams and the Discovery Zones encourage investment in both of these areas, a central goal of the Byways Program relates to the formal policy approach; that is, to conserve and enhance the Bayshore’s intrinsic qualities for the enjoyment of locals and travelers.

## Promotion and Financial Resources Support Team

The Bayshore Initiative strongly endorses the Branding and Positioning study done by the Byway Management Team and will be integrating the results of this effort with Bayshore Initiative activities. The Bayshore Initiative anticipates that the four Bayshore Support Teams will continue to guide habitat

conservation investments and enhancements for recreational access and tourism in a manner that respects the ecological sensitivity of the Bayshore’s habitats and the way of life for the communities and residents of the Bayshore.

### 3.3 Introducing the Discovery Zones of the Southern Extension

Delaware Bayshore Byway is the connection that brings the communities and natural areas of the Bayshore together. Yet each of the communities has different histories and visions of the future.

Although the natural areas have many similarities, they are also very different when it comes to ecological and cultural features and activity levels that can be supported. It is because of these similarities and differences that the concept of Discovery Zones emerged.

Discovery Zones are destinations that embody activity areas where travelers can learn about the Byway, engage in outdoor recreational activities, events, and other byway pursuits, and provide visitor amenities. Each Discovery Zone has existing or untapped assets that tell the Byway story and engage travelers. This chapter reflects the valuable input from each of the Discovery Zone Leaders and others during the CMP process. The Discovery Zones of the Delaware Bayshore Byway, from north to south:

- Town of Magnolia
- Town of Bowers Beach and Community of South Bowers
- Town of Frederica
- Bennett’s Pier
- Big Stone Beach
- City of Milford
- Town of Slaughter Beach
- Prime Hook National Wildlife Refuge and Fowler Beach
- Broadkill Beach
- Town of Milton

#### 3.3.1 Magnolia Discovery Zone

The town of Magnolia is the first discovery zone on the Bayshore Byway Extension, located about four miles from St. Jones’ Neck Discovery Zone, the southernmost discovery zone on the original Bayshore Byway. Magnolia is unique among the Delaware Bayshore discovery zones in that it is the only zone not located on a body of water. However, it is still connected to the Delaware Bay in that area farmers once and historically could participate in a regional agricultural market due to their proximity to the Delaware

Bay. The closest major body of water to Magnolia is the St. Jones' Neck River, located about one mile to the northeast.

Magnolia is also unique among all of Delaware's towns in that it has a circular governing border. Magnolia has maintained its circular shape, which is one-half mile in diameter, since its chartering in 1885, despite significant development around it. According to the town's website, the town's founders designed the circular town plan as a symbol of brotherhood. The town was settled by Swedish and Dutch communities, and was incorporated in 1885.

### **Current Amenities and Initiatives Related to the Byway**

Visitors would have the opportunity to eat at the local restaurant, attend church, or shop for furniture. There is also a gas station, laundromat, liquor store, two additional restaurants, drug store and merchandise store available within a mile from town.

Pedestrians exploring Magnolia have complete sidewalks throughout the town to walk and explore the streets. Wherever sidewalk is not available on one side of the street there is sidewalk available on the other side of the roadway.

Many of the local government initiatives are to address regulating though traffic in the town. These include the installation of digital speed signs on Main Street, and a current traffic study being conducted by Whitman Requardt and Associates, LLP under the Dover-Kent MPO through FY2020. According to the 2019 Town of Magnolia Comprehensive Plan the town recommends using zoning authority by updating zoning codes to carefully and appropriately shape residential development. Based on a questionnaire mailed to property owners, the town largely believes its future development patterns should continue to be a mainly residential community.

Currently, within the 120-acre boundary of the Town of Magnolia, there are six land uses: residential 30%, commercial <1%, agricultural 58%, institutional 10%, utilities, and vacant. Vacant properties represent 12.5% (12) of the total housing units of 96.

### **Byway-Related Opportunities**

*Historic houses* – Magnolia is home to three National Register-listed buildings, all of which are private residences. While there are no house museums that would offer the opportunity for visitors to explore the interiors of the town's historic houses, visitors can still take in a variety of residential architectural styles from the public right of way, including Georgian, Federal and Victorian styles. Because Magnolia does

not have as direct of a connection to the Delaware Bayshore as the other Bayshore discovery zones, its appeal as a byway destination lies more in its historic intrinsic qualities.

### Byway Program Challenges

*Vacant and dilapidated properties* – Many of the historic houses that constitute a large portion of Magnolia’s charm are not regularly maintained. Even the most ornate of the National Register-listed houses, the John B. Lindale House, was vacant for several years, leading to crumbling interior conditions. While the Lindale House found a buyer willing to restore it, other historic houses in poor condition may instead fall victim to the expediency of demolition.

*Through-traffic* – Although Magnolia is not located on an interstate highway, its main street is a segment of a road that branches off Route 1 to the south and leads to Dover and Route 13 in the north. Therefore, it offers an alternative route to Dover and Route 13 for those driving from points south. This means that the small town receives a disproportionate amount of traffic. The town has begun to address the speed of this increased traffic through the installation of electronic signs that display each driver’s speed.

### Byway Program Strategies and Recommendations

**Limiting traffic volume:** Promoting Magnolia as a discovery zone is not likely to bring the high-speed traffic that commuters bring to town. However, it would still exacerbate traffic volume the town is currently facing. Therefore, planning for Magnolia’s role as a byway discovery zone should emphasize ways to get visitors out of cars. One idea is the creation of a walking tour as a way to enjoy the town’s historic character. Additionally, the installation of directional signage directing arriving visitors to parking options on the edge of town could reduce the number of cars coming into Magnolia. Additionally, according to the 2019 Town of Magnolia Comprehensive Plan it is recommended that the town work with DelDOT to develop strategies for generating accurate and timely data regarding the increasing motor vehicle traffic. Once data is collected it is recommend that the town work with the State and the Dover/Kent County MPO to develop strategies to mitigate the impacts of pass-through vehicles.

### 3.3.2 Bowers Beach Discovery Zone

Throughout its history, Bowers Beach was a premier fishing village on the Delaware Bay. The town is located between the mouths of the St. Jones' River to the north and Murderkill River to the south. The earliest known name of the area that is now Bowers was "Whitwell's Delight," after Francis Whitwell, who owned the area in the late-seventeenth century. Over the ensuing decades, subsequent owners divided Whitwell's land into smaller pieces and attached their own names to the land. In 1734, John Bowers purchased 420 acres of land, which came to be called Bowers' Beach. It stayed in the Bowers family for three generations before it again transferred hands, but it retained the name Bowers. The town of Bowers first incorporated in 1907, and reincorporated in 1962.



A sign for Bowers Beach highlighting its marine history

The traditional base of Bowers' economy was fishing. Watermen and public charter boats continue to use the town's docks. In addition to the town's several docks, most of its built environment consists of small single-family homes. There are also a handful of commercial buildings, mostly located along the Murderkill River. Bowers has maintained a quaint scale into the present, and its limited development has protected the environmentally sensitive areas within and adjacent to the town.

### Current Amenities and Initiatives Related to the Byway

Bowers' peninsular location offers excellent access to a 0.7-mile-long beach on the Bayshore, two riverfronts, and tidal wetlands. The shore provides glimpses of bald eagles, blue herons, and other shorebirds. Fishing is still a popular activity for both local watermen and visiting fishing enthusiasts. There are also boating and kayaking activities in the rivers and bays. Additionally, locals have dedicated their energy to celebrating their maritime history by establishing a museum and community events:



Saxton United Methodist Church located on Main Street in Bowers Beach

*Saxton United Methodist Church* – This National Register-listed church is located at the intersection of Main and Church Streets in the center of Bowers. The church was first built on the west side of town in 1879, and was moved to its current site in 1893 in order to be closer to the center of town. This white frame building with an asphalt-shingled gable roof and lancet windows was added to the National Register of

Historic Places in 1990 because of its architectural significance as a good example of Gothic-influenced architecture in Central Delaware, and is one of the most intact frame churches from its period of construction. Like the town itself, the church is charmingly small. It still holds services each Sunday, but visitors will also enjoy taking in the building’s exterior, especially its pyramidal cupola and arched board-and-batten siding.

*Bowers Beach Maritime Museum* – For forty years, this museum has been presenting the maritime history of Bowers and the Delaware Bay through artifacts, photographs and artwork. The museum is located in a house that has witnessed a great deal of this maritime history over its 110 years. *3557 Main Street.*

*Delmarva DockDogs trainings* – This local chapter of the National DockDogs dog sports organization comes to Bowers Beach to train dogs in dock jumping and diving. Their calendar of trainings is available on Facebook.

*Annual events* – Throughout the year, the Maritime Museum holds several annual events related to the town’s maritime culture, including a canoe joust, the Buccaneer Bash, and Big Thursday, a tradition that began as a celebration of the beginning of oyster



Attendees of annual Bowers’ Buccaneer Bash

season. The town also participates in the statewide Annual Coastal Cleanup Day.

*Horseshoe Crab Survey* – For the past decade, Bowers Beach has held the Horseshoe Crab Survey in May and June each year. The survey takes place over twelve nights, during which volunteers spend a few hours on the beach each night to count the number of horseshoe crabs. Bowers Beach is one of ten Delaware Bay communities that conduct this survey, which helps to assess horseshoe crab population changes, and raises awareness and appreciation of the Delaware Bay’s ecology.



A volunteer at Bowers’ annual Horseshoe Crab Survey uses a one-meter plastic square to determine the boundary of the survey area

*Boat ramp* – DNREC updated the existing boat ramp at Bowers. This ramp, located at 130 Murderkill Avenue, provides access to the Murderkill River and the Delaware Bay for fishermen, recreational boaters, and chartered boats. The ramp is handicap accessible, and is located near public beach access, and downtown restaurants.

*Increased Greenspace* – The large parking lot, near the newly updated boat ramp, is undergoing a renovation of its own. This will change the extra parking into a large greenspace near the center of town.

### **Byway-Related Opportunities**

*Town parks* – Bowers Beach features three town parks that offer recreational spaces such as playground equipment and basketball courts at North Bowers Beach Community Park, and bocce ball courts at Main Street Park. Main Street Park, opened May 2012, highlights an ongoing partnership between DNREC and the Town, working with FEMA to secure disaster mitigation funds to create greenspace in a once flood prone area. These park offerings may soon expand. In its 2012 Comprehensive Plan, the town noted that its two parks and its recreation areas were experiencing an uptick in visitors. To respond to this growing demand, the town plans to redevelop a parking lot into a park-like “Town Center” to support water sports, ecotourism, and future businesses.

*Main Street development* – Most of the town’s businesses are located in a highly flood-prone area alongside Murderkill River. In order to mitigate this flood risk, the town intends to channel new businesses and business relocations to its Main Street through rezoning. Main Street is an important thoroughfare because it is the continuation of State Road 18, which connects the town to Route 113. By focusing commercial development on Main Street, Bowers Beach will eventually offer visitors a charming Main Street as a gateway into the maritime village.

### Byway Program Challenges

*Balancing new and old economic activities* – The citizens of Bowers want their community to remain a working maritime village, and are concerned that increased development would jeopardize this economy. However, they also recognize the value of bolstering ecotourism opportunities and local businesses that can offer local employment, and are therefore working to balance these goals with their existing maritime economic activities.

*Flooding* – The streets in Bowers and the one access road into the town (State Road 18, which branches off Route 113 and enters the town from the East) are highly prone to flooding during storms. Storms in January 2016 flooded homes along Main Street, and destroyed much of the equipment in Bayview Inn, one of the town’s two restaurants. Not only does this flooding pose risks to the navigability of the road and to private property. It can also do severe damage to the coastline’s ecosystem by washing away dunes.



South Bowers Beach Road with water on the road

### Byway Program Strategies and Recommendations

**Make Main Street a destination:** Bowers is primarily a residential community, but it does have a Main Street and has plans to encourage commercial relocation to the Main Street. While developers and business owners should strive to maintain commercial development on a small scale and in keeping with existing architecture, Bowers could use this as an opportunity to set themselves apart from some of the other small Bayshore communities by offering a small town shopping and maritime novelties experience to visitors.

**Prioritize flood resiliency:** Although the town wants to shift commercial uses from Murderkill River to Main Street, severe storms have shown that even Main Street can be flooded. As the town plans a new park and encourages commercial development on Main Street, it should focus on ensuring that new construction is flood-ready and resilient.

### 3.3.3 Frederica Discovery Zone

The town of Frederica, located between Dover and Milford on Delaware State Route 1, is situated around multiple inland water bodies, including the Murderkill River and its branches Spring Creek, Browns Branch and Ash Gut. Additionally, Andrews Lake, Coursey Pond and Killens Pond are located on the outskirts of town. The heavily water oriented town was awarded a resiliency grant through DNREC’s Delaware Coastal Program in 2018. The grant pays for the survey of the town, to aid in the planning and development of a more walkable community through upgrading and constructing sidewalks.



Europeans first permanently settled Frederica at the turn of the eighteenth century as a port on a bend in the Murderkill River. This port community was first known as Indian Point, and subsequently as Johnny Cake Landing and Goforth’s Landing. According to the town of Frederica’s website, this spot was chosen by settlers because it was far enough inland to offer firm ground for building, while still at a point where the Murderkill River was navigable by boats. The area around the port was surveyed and plotted in 1772, and the port became known as Frederica Landing around the turn of the nineteenth century. The town was first incorporated in 1826. Due to its easy access to the Delaware Bay, Frederica thrived as a shipping and shipbuilding town.

As the home of National Register-listed Barratt’s Chapel, the oldest Methodist church in the United States and the place where the sacraments of baptism and communion were administered for the first time in the United States by ordained Methodist ministers in 1784. The site is open to the public.

#### Current Amenities and Initiatives Related to the Byway

Delaware State Route 1, the spine of the Delaware Bayshore Byway Extension, passes through the town of Frederica, making it an extremely straightforward stopover for Byway travelers.

The town has a population of about 770, with very little commercial development in terms of land area (one percent of the total acreage). Instead, the majority of the town’s land area is dedicated to agriculture (62 percent of the total acreage) with the next largest land use category being open space (at 16 percent).



View of Saint Jones River from Frederica Road looking towards town. Photo Credit: Town of Frederica

Therefore, the town's byway-related amenities lie largely in its access to marshlands and other undeveloped waterfront areas along its waterways. Additionally, the town connects to a statewide bicycle route and a regional bicycle route via Johnnycake Landing Road (Delaware State Route 12), which Front Street turns into as it exits the town to the northwest. The town is also adjacent to the western portion of the Milford Neck Wildlife Area and six miles east of Killens Pond State Park.

*Milford Neck Wildlife Area* – Frederica is directly across the Murderkill River from the Hollager Tract, the westernmost tract of the Milford Neck Wildlife Area. It is part of a larger wildlife area that contains four connected tracts, the Gray Farm, Hollager, Penueal and Coverdale tracts, and encompasses 2,801 acres of land. The Wildlife Area contains, trails for hiking, bird blinds for birdwatching and deer stands for hunting, as well as access to the Murderkill River for boating or kayaking. This wildlife area has been under conservation and restoration since 1998, and efforts have been made to rebuild the forests to increase flood resiliency in the area. Much of this work has been completed through DNREC and the Nature Conservancy. More information on this project can be found at <https://www.nature.org/en-us/get-involved/how-to-help/places-we-protect/milford-neck-preserve/>

*Coursey Pond Boat Ramp* – Five miles west of Frederica is the Coursey Pond Boat Ramp, which provides public access to Coursey Pond for non-tidal fishing and recreational boating. There is a small public parking lot, and the site allows fishing from the banks of the pond.

*Killens Pond State Park* – This state park encircles the 66-acre former millpond known as Killens Pond, established in the late eighteenth century on the Murderkill River. The state park features a nature center, year-round campgrounds, cabins for rent, picnic facilities, a waterpark, hiking and biking trails, outdoor exercise equipment, a disc golf course, sports fields and courts, and sports equipment rentals. Both the Murderkill River and the pond offer opportunities for boating and fishing, and the pond features a boat launch. Canoes, kayaks and pedal boats are available for rent at the pond during the summer. Northeast of Frederica are Andrews Lake and McGinnis Lake, which also both have boat launches.

*Frederica National Register Historic District* – Frederica’s origins as a river port town imbue it with a historic character on the streets immediately next to the bend in the river where the port was located. These historic corridors—Market Street, First Street and David Street—feature brick and frame dwellings, commercial buildings and churches. The Frederica Historic District was added to the National Register of Historic Places in 1977. The district includes 118 contributing resources, which include examples of Federal Style architecture and Victorian styles such as Greek Revival and Italianate. The earliest resources in the historic district date from the mid-eighteenth century.

*DE TURF Sports Complex* – DE TURF is owned and operated by the Kent County Regional Sports Complex Corporation. DE TURF leases the land that the complex was built on from Kent County. DE TURF is an all synthetic-turf, multi-use sports complex located in Frederica, Delaware developed to drive tourism and economic development in Kent County. The complex features 12 fields, five of which have lights, a championship stadium with bleacher seating, on-site concessions, restrooms and public Wi-Fi. As a regular host of regional and national tournaments, DE TURF has proven to attract tourists to Kent County while providing a first-class venue for local, recreational use including leagues, camps and clinics. While tourism and economic development were the catalyst to develop DE TURF, the team at the facility is just as committed to the quality of life of the regional population. The complex serves as “home” to local sports clubs and teams, hosts community events such as an annual Kickball Tournament and Community Days. In addition, DE TURF works with local non-profits including Special Olympics Delaware and Milford Lions Club as well as local high school teams and Latinx organizations.

*Barratt’s Chapel and Museum of Methodism* – The National Register-listed Barratt’s Chapel and the adjacent Museum of Methodism are open to visitors during limited hours. The museum includes “a research library emphasizing Methodist history and the archives of the Peninsula-Delaware Annual Conference,” according the website for Barratt’s Chapel. The church grounds also includes a large cemetery with several mausoleums. Barratt’s Chapel and Methodist Museum is open to visitors Wednesday from 10:00 - 2:00, Saturday from 1:30 - 4:30 and other times by appointment.



Barratt’s Chapel and part of its cemetery.

Photo Credit: Center for Historic Architecture and Design

More information can be found on their website <https://www.barrattschapel.org/index.html>

## Byway-Related Opportunities

*Community-oriented land uses* – As part of Frederica’s 2015 Comprehensive Plan Update process, the town administered a community questionnaire in May 2014 and a follow-up public opinion workshop. These public participation processes revealed that respondents expressed the following order of preferences among a selection of potential new land uses for Frederica: a town park, a community center, new shopping opportunities, more businesses and employment opportunities in town, and housing/facilities for aging individuals. Frederica’s small town character is currently primarily residential, and the town does seek to maintain this character. However, the results of the public participation process has also encouraged the town to prioritize these additional land uses in its redevelopment goals. The town is currently exploring options for creating a town park on vacant town land. A town park and additional shopping opportunities in town also have the potential to enhance visitors’ experiences.



Town of Frederica Water Tower  
Photo Credit: Town of Frederica

*Pedestrian-friendly downtown development* – The town’s redevelopment goals also emphasize walkability, both in order to connect new developments to one another and to downtown, and to maintain a compact and attractive historic downtown. The town’s Land Development Ordinance (LDO) includes a Town Center zoning designation to promote this type of development in the downtown. This zoning designation establishes design standards to ensure that new development harmonizes with the town’s historic fabric and offers a pedestrian-scale street frontage. The zoning provisions encourage a downtown environment that is attractive not only to residents, but also to Byway travelers interested in heritage tourism.

## Byway Program Challenges

*Sea level rise* – Frederica’s location on the banks of the Murderkill River makes it vulnerable to the impacts of sea level rise. Already, the town frequently experiences flooding, with some roads becoming impassable. It is necessary for the town to conduct research to gain a better understanding of their most vulnerable areas, and to develop resiliency-oriented development guidelines to address the growing risks presented by sea level rise.

*Suburban sprawl*— On the town fringes, new residential development has frequently taken a sprawling suburban form. This form of development consumes excess amounts of open space, which could otherwise contribute to wildlife habitats and permeable land for stormwater management. In this way, suburban sprawl also fragments Frederica’s natural environment and its offerings as a byway discovery zone.

*Vacant properties*— There are several properties directly on the riverfront, which create a dead zone in the downtown core. Because of their central location, some of these buildings could be used to meet the desired community-oriented land use discussed above. However, it is unlikely that the entire area could be redeveloped for public uses, and therefore the remaining vacant properties would continue to detract from the vibrancy of the area.

## Byway Program Strategies and Recommendations

### Coordinate with Dover/Kent County MPO and DelDOT on land use and transportation issues:

- Coordinate with DelDOT in order to assure timely upkeep of major roadways and develop a routine maintenance schedule and budget for town-maintained streets.
- Conduct a windshield inventory survey recording the miles of street, drainage and conditions of curbing, sidewalks and paving, among others.
- Improve pedestrian orientation by adequately maintaining existing sidewalks and, where possible and appropriate, expanding the sidewalk network to those areas of town closest to the Town center that are not already served by sidewalks.
- Ensure that sidewalks, crosswalks, are compliant with the Americans with Disabilities Act (ADA)
- Invest in streetscape improvement projects that not only contribute to the safety and convenience of vehicular traffic, but also enable and promote safe pedestrian and bicycle mobility of all ages and abilities, and affect the appearance of an area.

**Consider low cost methods to support the maintenance and rehabilitation of housing:** This would include working with Delaware State Housing authority and Kent County to start a library of information, recognize well-maintained and newly fixed up properties, maintain a list of approved contractors, ask community groups to provide maintenance assistance to residents in need.

**Prepare a Town Center and Waterfront redevelopment plan:** Frederica has the goal to have a healthy and vibrant downtown and waterfront area that is a central gathering place to live, work, shop, and play. The Town Center and Waterfront Redevelopment Area will serve as the community focal point of Frederica

by providing central access to a variety of uses, containing residences, retail, entertainment, and civic and public spaces.

**Enhance Historic Resources:** Enhance the Historic District Overlay District review process to provide applicants an enabling and consultative process that respects the rights and interests of builders and property owners with requirements that are clear and predictable, but also flexible.

### 3.3.4 Bennett's Pier Discovery Zone

Bennett's Pier is a public beach located east of Frederica, and about three miles down the coast from Bowers Beach. The bay beach that offers total seclusion for the user. It is accessed by a single road that crosses large historic and pastoral expanses of farmland and marshland. Bennett's Pier is a great place to fish and beach comb for sea-glass and shells. Bennett's Pier offers birders and photographers access to enjoy a sandy beach, off on the quieter side of the Delaware Beaches. Although the beach is sandy the bottom of the water is partially covered with mussel beds, mud and sand beds, it is recommended to wear shoes when wading due to broken glass and shells. Kayak and stand up paddleboard users can put in on the beach and have access to the shoreline, many of the tidal and gut waterways. Ensuring knowledge of the tidal and gut waterways is important when exploring them, getting lost on the waterways can be very dangerous.

### 3.3.5 Big Stone Beach Discovery Zone

Big Stone Beach is an unincorporated beach community located southeast of Frederica. Big Stone Beach offers byway users access to another sandy beach in which they can access the quieter side of the Delaware Beaches. Here the user can beach comb for sea-glass and shells. Additionally, birders and photographers have the opportunity to explore another secluded beach. The beach is separated from the agricultural land to the west by a forested area, and accessed by a single road that passes through the forest and over marshes adjacent to the beach. Despite its name, the beach does not feature any big stones. However, it is distinguished by the presence of seventy foot steel observation tower, built in preparation for World War II. Four other towers were built at the same time at South Bowers Beach, Cedar Beach, Fowler Beach and Broadkill Beach, which are no longer extant. The towers were built for siting enemy positions. Information on the positions was then relayed to the nearby Fort Saulsbury, where it was used to aim the fort's guns. Today, the tower offers an interesting focal point in a picturesque landscape of beach and marshland, however, visitors cannot access the tower.

### 3.3.6 Milford Discovery Zone

The city of Milford straddles the border of Kent and Sussex Counties where Silver Lake turns into the Mispillion River. It is the sixth largest city in Delaware, and the largest municipality along the Bayshore Byway route. Milford is situated just south of the point where US Route 113 splits off of Delaware State Route 1, with Route 113 running along the west side of town and Route 1 along the east.

While the Milford Hundred in eastern Kent County and the Cedar Creek Hundred in northeastern Sussex County were settled in colonial times as farming districts, the site of Milford was selected as a small, riverside manufacturing and shipping community organized by Reverend Sydenham Thorne in 1787. In 1807, the town on the north bank of the Mispillion River was incorporated. With a good supply of various varieties of wood in the area, shipbuilding became an important industry in the 1820s, expanding to its height between 1850 and 1890. The middle of the nineteenth century also saw Milford's economy participate in the industrial revolution, including machine shops to support the surrounding agricultural businesses. Milford re-incorporated in 1887 to include the developed areas to the south in Sussex County and the economy continued to thrive into the twentieth century. With the advent of the steel hull, steamboat and railroad, shipbuilding in Milford declined until the last yard, the Vinyard Shipyard, remained during the first half of the twentieth century. During World War I, this yard built three submarine chasers and four Navy tugboats. During World War II, the shipyard launched 14 submarine chasers and 12 Navy leave boats.

### **Current Amenities and Initiatives Related to the Byway**

Milford's major economic growth period was fueled by shipbuilding and took place in the late nineteenth and early twentieth centuries. The town was well suited for shipbuilding due to its location at the head of the Mispillion River and near to timber needed to build the ships. While the shipbuilding industry died out over the course of the twentieth century, Milford's location on the Mispillion River has also helped the city to revitalize in the twenty-first century. The river's recreational opportunities and scenic beauty also reflect the intrinsic qualities around which the Bayshore Byway Extension is focused.



Mispillion Riverwalk and Greenway  
Photo Credit: City of Milford

*Mispillion Riverwalk and Greenway –*

The Mispillion Riverwalk is a mile-long open space greenway that runs through downtown Milford on both sides of the Mispillion River. The Riverwalk is the largest municipal park in Delaware and stretches from Silver Lake to Goat Island, an eight-acre manmade island in the Mispillion River (made by the U.S. Army Corps of Engineers in the 1920s in order to straighten the

course of the river for easier navigability). The Riverwalk passes by a dog park, a basketball court, a weekly farmers’ market (held May–October), a boat and kayak launch, a native tree arboretum, and other municipal parks. In addition to paths along the banks of the river, the Greenway includes a boardwalk on the water, two wooden pedestrian bridges across the river, one of which also serves as a fishing bridge, and a third wooden bridge from the south side of the river to Goat Island. Goat Island has its own trail, the Gary L. Emory Nature Trail, which runs around the perimeter of the island and includes a boardwalk section over the water. The Emory Trail allows hikers to experience the three different ecosystems found on the island (uplands, tidal wetlands, and non-tidal wetlands, as well as a variety of flora and fauna.

*Annual Festivals and Events –* Milford hosts several annual public events that appeal to both families and millennials. Many of these events are organized by Downtown Milford, Inc. (DMI), a designated member of the National Trust Main Street Program, or the Greater Milford Chamber of Commerce. The Irish Weekend in mid-March is hosted by DMI



Bug and Bud Festival Logo Photo  
Credit: City of Milford

includes a Pub Crawl and Irish Music and Dance Concert. The crawl is unique as it routes crawls through downtown merchants who host local breweries, wineries and distilleries in their shops. The crawl finishes by following along through many of the downtown pubs, taverns, bars and restaurants. The Irish Music and Dance Concert celebrates St. Patrick’s Day and Irish Heritage. The **Bug and Bud Festival**, held in April, serves as an Arbor Day celebration of Milford’s status as a Tree City USA community and the role of local schoolchildren in having the ladybug designated as Delaware’s official

state bug. **The Riverwalk Freedom Festival** in September is a three-day festival that features kids’ activities, fireworks, boat rides, live entertainment, craft and food vendors, a 5K race, and a bike and car



Attendees at the Riverwalk Freedom Festival  
Photo Credit: City of Milford

show. The Ladybug Music Festival in September closes Walnut Street to celebrate women in music. This one day event includes several outdoor stages setup throughout the downtown, along with music artists performing within storefronts. Also in September, DMI holds its **Eat in the Street** event, a farm-to-table-focused outdoor dining event to highlight local foods and dining options. **The Community Parade** takes place on the evening of the third Wednesday in October each year. DMI’s calendar also includes monthly and ongoing programs, and the town’s event offerings continue to

grow and diversify. This packed calendar of events allows Milford to be an exciting destination year-round.

The Second Street Players at the Riverfront Theater, located at 2 S. Walnut Street, is a year round community theater which provides shows covering many genres, including musicals, dramas, comedies, original works, children’s theater and cooperative productions. In addition to the theater, downtown Milford is home to the Mispillion Art League, Delaware Music School and art galleries which contribute to the City’s branding of “River Town, Art Town, Home Town.”



The Vineyard Shipyard  
Photo Credit: City of Milford

*National Register Historic Districts* – Downtown Milford encompasses three National Register Historic Districts: the North Milford Historic District, the Victorian Historic District, and the Shipyard Historic District. All three districts were added to the National Register of Historic Places in 1983. **The North Milford Historic District**, located in Kent County, contains the oldest section of town and includes 94 contributing structures, the oldest of which date from the late eighteenth century. Historic Buildings include the Towers Bed and Breakfast, The Bank House Bed and Breakfast and the Governor Tharp



Milford's Historic District contains many examples of Victorian Architecture

Building. Federal, Greek and Gothic Revival structures are examples of architecture represented in this district. **The Victorian Historic District** is located in Sussex County and includes 68 contributing buildings, which are primarily of frame construction and built in Victorian styles. This district includes the Causey Mansion Bed and Breakfast. **The Shipyard Historic District** located on the southern banks of the Mispillion River includes eighteen contributing buildings which encompass the only surviving shipyard in Milford, known as the Vinyard Shipyard.

*The Milford Museum* – Located at 121 S. Walnut Street, the Milford Museum's permanent exhibitions include local historic events from the 1700s to the present, shipbuilding, and local businesses. Other exhibits include an historic doll collection, Victorian silverware, Delaware ladybugs, and early

Milford baseball. The newest permanent exhibit is Thank You For Your Service. This exhibit attempts to recognize all Milfordians who served in the military from the Revolutionary War to the present. The Museum has also created a historic house walking tour which can be found online

<http://www.milfordmuseum.org/>

*Abbott's Mill Nature Center of Delaware Nature Society* – Located three miles southwest of Milford, the Abbott's Mill Nature Center is on the site of a preserved historic gristmill and roller mill, within the 313-acre Milford Millponds Nature Preserve. The National Register-listed mill is still in working condition and represents one of the only surviving water-powered mills in the state. The nature center, operated by the Delaware Nature Center, is located in a separate building from the mill buildings, and offers educational programming and exhibits relating to natural history as well as Native American culture. The site also offers canoeing and kayaking in the millponds, hiking trails, birdwatching, and tours of the historic mill. Abbot's Mill hosts an annual "Run the Mill" 5k.

<https://www.delawarenaturesociety.org/centers/abbotts-mill-nature-center/>

*Lodging* – There are a variety of lodging options in the city of Milford and on its outskirts. In addition to two major hotel chains on the edge of town, there are three bed-and-breakfasts and multiple Airbnb listings in the heart of town. The bed-and-breakfasts are located in magnificent historic homes that are contributing structures to Milford's National Register Historic Districts. The Causey Mansion Bed and Breakfast, [www.causeymansion.com](http://www.causeymansion.com), is the oldest building in town and is part of the Victorian South

Milford Historic District. This brick mansion was originally constructed in 1763, and was remodeled to be a Greek Revival building in 1855. Today, the Bed and Breakfast offers two suites and one room. The Towers Bed and Breakfast, [www.thetowersbnb.com](http://www.thetowersbnb.com), is part of the North Milford Historic District.



The Towers Bed and Breakfast  
Photo Credit: City of Milford

Similar to the Causey Mansion, it was originally built in the latter half of the eighteenth century (1783), and remodeled to a Victorian architectural style in the second half of the nineteenth century (1891). However, it differs from the Causey Mansion in that it is a frame building and was updated to a Gothic Revival style with

Queen Anne accents. The Towers Bed and Breakfast offers three to four suites and one to two rooms, depending on bookings. The Bank House Bed and Breakfast, [www.bankhousemilford.com](http://www.bankhousemilford.com), is part of the North Milford Historic District. Located on N. Walnut Street, it is located within the downtown central business district and is close to several shops and restaurants. The Bank House was built in 1851 to serve as the actual bank house for the President, Directors and Company of the Bank of Milford. These lodging options allow visitors to enjoy all that Milford and its surrounds have to offer by facilitating multi-day visits. (A Guide to Milford’s Historic and Notable Properties is shown in the Appendix)

### Byway-Related Opportunities

*Mispillion Riverwalk and Greenway* – The Mispillion River Greenway was completed in 2014 and integrates an impressive number of recreational and scenic resources in Milford. Construction of the Riverwalk was a multiphase process that began in 1991, with the goal of helping to revitalize Downtown Milford. The Riverwalk was successful in this goal as it expanded over the years, and today it is host to most of Milford’s major annual events, as well as to a weekly farmer’s market, basketball, boating, hiking,

and a dog park. Walnut Street and Washington Street, the two main historic commercial corridors in Downtown Milford, include bridges that intersect with the Riverwalk. This proximity between the downtown commercial area and the Riverwalk has allowed for synergy between these two destinations. However, the Mispillion River Greenway could be expanded to better integrate with other resources beyond the city limits. In fact, Gary L. Emory, former Milford Parks and Recreation director who pioneered the Greenway project, has stated that he hopes



Portion of the Mispillion Riverwalk and Greenway outside of downtown

Photo Credit: City of Milford

to see the Greenway expanded to connect up to other regional destinations, such as Abbott’s Mill Nature Center and DuPont Nature Center. Less ambitious or intermediary goals include the extension of the Greenway along Silver Lake to the west and farther east along the Mispillion River.



*The National Arbor Foundation’s Tree City USA Program – Milford’s tree conservation and planting activities are an asset to its role as a Byway Discovery Zone because these trees create pleasant open spaces, provide homes for birds, and improve air quality. Its designation as a Tree City USA community also opens the door to additional funding opportunities to support its urban forestry activities. For instance, the National Arbor Foundation offers a Tree City USA Growth Award to communities that have pursued certain eligible activities.*

In an effort to acquire funds for development of cultural and historic resources, the City should consider pursuing Certified Local Government (CLG) status to potentially access technical and financial assistance through the national CLG Program, administered by SHPO.

### Byway Program Challenges

*Automobile-oriented development – Milford is fortunate to have a historic, walkable, downtown core with retail buildings that face onto the sidewalk and provide an appealing streetscape. However, most of the*

city's other retail centers are accompanied by large expanses of surface parking. While this parking supply is valuable for accommodating visitors to Milford's many community events and riverfront destinations, it also consumes a large amount of well-located real estate for a purpose that is inhospitable to pedestrians. Adding landscaping and pedestrian walkways will make these areas both more aesthetically appealing, and safer to access on foot, thereby encouraging people to explore Milford's downtown without their cars. Furthermore, because retail is generally trending towards more walkable designs, the city and developers should explore options for redeveloping select strip malls and shopping centers to create more retail street frontage, with parking moved to the rear of buildings. Milford's downtown master plan, *Milford Rivertown Rebirth Plan 2025*, also suggests some additional uses for downtown surface parking, such as a popup market that could serve as a local business incubator.

*Connectivity between town center and surrounding neighborhoods* – Milford's comprehensive plan notes that there is limited bicycle and pedestrian access to the town center from some neighborhoods. In particular, the Southeast Neighborhood, which is the most recently annexed section of the city, is disconnected from the downtown. Better linkages to the downtown from residential and job centers is important because it has the potential to draw more visitors and shoppers to downtown businesses.

## Byway Program Strategies and Recommendations

**Leverage Downtown Development District Program Participation to enhance riverfront intrinsic qualities:** In 2015, the city of Milford released its first downtown master plan, called *Milford Rivertown Rebirth Plan 2025*. In 2016, Milford was selected to participate in the State of Delaware's Downtown Development District (DDD) Program. The 2015 downtown master plan was a preliminary step to being eligible to participate in the DDD Program, and it presents plans that harmonize with the program's objectives to encourage private development in participating communities. Many of the goals outlined in the master plan can also enhance Milford's offerings as a discovery zone by increasing improving access to scenic, natural and recreational intrinsic qualities. For instance, the master plan recommends several enhancements to the riverfront area, including the construction of an additional pedestrian bridge and an amphitheater. While most of the plan's recommendations would primarily enhance recreational opportunities, the plan does identify sections of the river banks that would be appropriate for creating a living shoreline composed of native wetland plants and green infrastructure stormwater management. Living shorelines would increase the natural qualities of this urban waterfront.

**Continued development of riverfront amenities:** Milford's Mispillion Riverwalk and Greenway already constitute a unique resource for the city. However, other sections of the riverfront offer untapped opportunities. Some of the opportunities include the construction of an amphitheater as mentioned

above, as well as an anchor restaurant. There are also several unused buildings located adjacent to the river, one or more of which could be reused as a restaurant or brewpub, taking advantage of the riverfront view.

### 3.3.7 Slaughter Beach Discovery Zone

Slaughter Beach is often called the “Jewel of the Delaware Bay” for its beautiful setting. The town has also adopted the horseshoe crab as its official symbol. The slogan and emblem complement one another, visitors and residents recognize Slaughter Beach as much for its beautiful landscapes as its connection to the Delaware Bay’s “signature species.”



DNREC’s DuPont Nature Center at the Mispillion Harbor

Two roads provide access to Slaughter Beach: Slaughter Beach Road (Road 224) to the west and Cedar Beach Road (Route 36) to the north. This is unusual for a bay beach community to have two access roads – typically, most bay beaches have a single access road, which can limit the access in times of severe storms. Once Cedar Beach Road reaches the north edge of town, it crosses a drawbridge. This quaint drawbridge still opens to allow boats to pass on Cedar Creek, which may stop traffic temporarily, but allowing a lovely visual.

#### Current Amenities and Initiatives Related to the Byway

Slaughter Beach was believed to be founded in 1681, and incorporated in 1931. During the 1930s, it was a popular beach resort for the residents of the nearby town of Milford, located directly east. At this time, a dancehall, boardwalk and multiple hotels existed to cater to the vacationers. However, as automobile usage increased, the ocean beaches gained popularity. This moved Slaughter Beach to primarily a fishing, residential and vacation community. However, as the world became more environmentally conscious, the protected environmentally sensitive areas which encircle the town, created a significant offering of excellent opportunities for eco-tourism.

*The DuPont Nature Center at the Mispillion Harbor Reserve* – This DNREC administered education center offers programs offers hands-on, science education to children and visitors of all ages. The center includes aquariums and multiple video feeds from remote cameras located on the shore, allowing visitors to view



The president of the National Wildlife Federation (Collin O'Mara) and a Slaughter Beach resident examine the newly installed Certified Community Wildlife Habitat sign.

the town from Prime Hook, this dry-stack marina also offers a picnic area, bait and tackle store, and a fish-cleaning pavilion, among other services.

*Marvel Scenic Overlook* – In 2019, the Town of Slaughter Beach, Delaware Nature Society and DelDOT built a scenic overlook and boardwalk at the edge of the Marvel Tract in the middle of the Town. This was done using a TAP project and is driving more visitors to view the marsh, osprey nests and allow children to get an up-close look at the marsh culture. A bicycle repair station was added to the scenic overlook parking area to service the numerous cyclists who visit the town.

*Horseshoe Crab Survey* – The Town of Slaughter Beach has participated in the horseshoe crab survey since its origin in 1998 in May and June each year. The survey takes place over twelve nights, during which volunteers spend a few hours on the beach each night to count the number of horseshoe crabs. Slaughter Beach is one of the ten Delaware Bay communities that conduct this survey, which helps to assess horseshoe crab population changes, and raises awareness and appreciation of the Delaware Bay's ecology.

*Cedar Creek Boat Ramp* – Just across the Cedar Creek from Slaughter Beach the Cedar Creek public boat ramp allows access to Mispillion River and Cedar Creek and into the Delaware Bay using the only Delaware Bay harbor.

*Town Parks and Beach Access* – Slaughter Beach has the only public restroom site of any of the bay beaches. It offers a lovely public picnic pavilion overlooking the beach as well as an adjacent town park with public basketball, tennis and pickle ball courts. In addition, these park facilities are adjacent to a kiddie play area with multiple amenities. The two and a half mile stretch of beach that Slaughter Beach offers has 18

live horseshoe crabs, osprey nests and their young, as well as shore birds and the only Delaware Bay harbor – Mispillion Harbor, where Cedar Creek and the Mispillion River converge.

*Marvel Saltmarsh Preserve* – The Marvel Preserve is located in town, making it's streams, wildlife and marsh grasses easily accessible. The Delaware Nature Society and the Town manage it. Delaware Nature Society's Abbott's Mill Nature Center hosts education programs in the Tract, bringing over 2,000 schoolchildren to Slaughter Beach each year.

*Cedar Creek Marina* – Located at the opposite end of

public access roads with free parking at each. The main pavilion area offers significant parking directly adjacent to the town fire company – Memorial Fire Company.

## Byway-Related Opportunities



The National Wildlife Federation’s Certified Community Wildlife Habitat Program

Since the National Wildlife Federation’s Community Wildlife Habitat Program began in 1997, NWF has certified sixty communities across the U.S as Community Wildlife Habitats. To become a Community Wildlife Habitat, communities begin by certifying individual open spaces, such as backyards, parks, and school grounds, as NWF-Certified Wildlife Habitats®. To be considered a habitat, these areas must provide wildlife with food, water, shelter and places to raise their young. These individually designated areas should be integrated together so as to create wildlife corridors. The Program provides community leaders with a framework to create these corridors, as well as to educate and advocate on behalf of sustainable gardening practices and the importance of providing habitats.

*Certified Community Wildlife Habitat* – In 2015, Slaughter Beach became a National Wildlife Federation-certified Community Wildlife Habitat, making it the third Delaware community to receive the designation. The NWF gives this designation to communities where civic leaders and residents work to transform open areas into habitats for wildlife, and to connect these areas into wildlife corridors throughout the community. Communities also engage in outreach and education activities for residents.

*Interpretive signage* – In addition to receiving the Community Wildlife Habitat Certification in 2015, the town installed a welcome sign next to the town pavilion. The interpretive sign provides information on the town’s wildlife, particularly migratory shorebirds, and the Bayshore area as a whole. In 2016, the town installed another sign in the Marvel Saltmarsh Preserve bearing the name of the preserve and the Delaware Nature Society logo.

*DCP Resilient Community Partnership* – In 2016, the Delaware Coastal Program selected Slaughter Beach as the first town to participate in its new Resilient Community Partnership. The partnership leverages up to \$75,000 in funding from the National Oceanic and Atmospheric Administration. The Partnership produced a vulnerability assessment focusing on risks

from sea level rise, coastal storms and extreme tide, and develop mitigation and resilience strategies.

*Delaware Coastal Cleanup* – Slaughter Beach has participated in Coastal Cleanup for over 20 years, each fall.

## Byway Program Challenges

*Flooding* – Severe weather incidents associated with climate change frequently inflict damage on the town’s shoreline, southern dunes, and homes. The two roads that run into the town: Slaughter Beach Road (Road 224) and Cedar Beach Road (Route 36) are susceptible to flooding during extreme weather events. These roads may be submerged for several days following a severe storm, which poses serious safety risks in case the need to evacuate arises.

*Development of unincorporated areas* – Developers are buying the unincorporated farmlands between Slaughter Beach and Milford at an increasing rate, in order to build denser residential areas. This development threatens the wildlife that uses the agricultural land as a habitat and strains the limited capacity of the roads around Slaughter Beach. Moreover, female Diamondback Terrapins traverse Cedar Beach Road on their way to lay their eggs in isolated areas near to the salt marsh, and baby Terrapins crossing back on their way to the bay. Increased traffic on the road could endanger these turtles. The beach, and its public restroom, are only open during beach season and its unpaved access roads, would not be able to handle the increased number of visitors that this residential development may bring.

*Bicycle safety of Slaughter Beach and Cedar Creek Road* – Though these two beach access roads are used by many cyclists each week, the shoulders of both are less than welcoming for cyclists. Slaughter Beach Road has shoulders, but they are in poor condition, which keeps cyclists from using the shoulder. Cedar Creek generally does not have shoulders and the road winds through farmland with limited long-distance views. Speeds on both Cedar Creek Road and Slaughter Beach Road are high and though the attraction to cycle in Cedar Creek and out Slaughter Beach road is great, the risk is high due to road, shoulder conditions and high vehicle speeds.

## Byway Program Strategies and Recommendations

**Market ecotourism opportunities:** Through the Bayshore initiative, the town has worked to market itself as a destination for viewing horseshoe crabs, raptors and shorebirds, including the Red Knot shorebird, a threatened species that depends on horseshoe crab eggs for food during its migration. Slaughter Beach has a lot to offer for those wishing to discover the Bayshore’s wildlife, and therefore expanding this marketing effort would enhance the town’s status as a wildlife haven and ecotourism destination.

**Additional interpretive signs:** In 2020, the town is planning on installing additional interpretive signs at each of the 18 beach access roads. Strategically placed interpretive signs are a great way to pull visitors out of their cars to appreciate the town’s wildlife from some of its best vantage points.

### 3.3.8 Prime Hook National Wildlife Refuge and Fowler Beach Discovery Zone

The name Prime Hook derives from the Dutch name *Prume Hoek*, which means “Plum Point.” This is the name that the Dutch settlers gave to the area when they arrived, due to the large number of purple beach plum plants.

Prime Hook National Wildlife Refuge (NWR) was created in 1963 to conserve the area’s coastal wetlands. It contains 10,144 acres, including over 4,000 acres of marsh. The refuge provides habitat to 37 species of mammals, 308 species of birds, 51 species of fish, 45 species of reptiles and amphibians, as well as insects and plants. It also serves as breeding grounds to threatened and endangered species, and an important stopover and feeding destination for migratory birds. The U.S. Fish and Wildlife Service states that, “due to Prime Hook’s strategic location on the Delaware Bay, the refuge has national conservation significance as a designated Wetland of International Significance Site (1999), American Bird Conservancy-Important Bird Area (2000), and a Western Hemisphere Shorebird Reserve Network site (1986).”<sup>8</sup>

Primehook Beach is located two miles down the coast from Fowler Beach. It is a private beach community which prefers to not have byway travelers visit. A turn around and informational kiosk for Prime Hook NWR provides travelers with an easy location to turn around before getting too close to the community.

Fowler Beach is located on the bayside edge of the Prime Hook National Wildlife Refuge (NWR). The Dover-based non-profit Ecological Research and Development Group (ERDG) has designated Fowler Beach as a “Backyard Stewardship” horseshoe crab sanctuary. As a result of its horseshoe crab population, the beach also offers excellent opportunities for birdwatching migratory shorebirds that stop at the beach to feed on horseshoe crab eggs.



#### Current Amenities and Initiatives Related to the Byway

<sup>8</sup> [https://www.fws.gov/refuge/Prime\\_Hook/about.html](https://www.fws.gov/refuge/Prime_Hook/about.html)

Prime Hook NWR offers visitors a wide assortment of activities to do out in the beautifully preserved natural area.

*Hiking and canoeing* – Prime Hook NWR offers four walking trails accessed from Broadkill Beach Road. The trails total six miles and are open to dogs on leashes. Each trail features interpretive signs with information on the refuge and its natural resources. There is also a half-mile boardwalk and viewing platform that are wheelchair accessible. The NWR also features fifteen miles of creeks, streams and marshes that can be navigated by canoe and kayak, including a seven-mile canoe trail that can be accessed from three boat launches.<sup>9</sup> The canoe trail takes four to five hours to complete. Other amenities include a photography blind, and road pull-off sites for viewing and photographing wildlife.

*Hunting, fishing and crabbing* – Hunters can obtain permits to participate in hunting seasons for deer, waterfowl and small game. The Headquarters Canal (part of Prime Hook Creek), Turtle Pond and Fleetwood Pond provide opportunities for freshwater fishing. Fleetwood Pond also features a fishing pier that is accessible to persons with disabilities and a boat launch. Petersfield Ditch and Slaughter Pond provide opportunities for fishing and crabbing on the shores of brackish waterbodies.

*Education and events* – Prime Hook NWR offers a variety of free events through the year, such as evening lectures, movie screenings, birding tours, a horseshoe crab-shorebird festival, nature photography classes and exhibits, an annual nature photography contest, volunteer-led field trips, reading and photography programs for children, and an insect education program meeting state-mandated curriculum requirements for second grade students. The NWR also has three information kiosks on its perimeter, a visitor center, and interpretive signs on each trail that offer year-round information to visitors.

There are currently no byway amenities at Fowler Beach, and is not accessible by car. This provides visitors an unparalleled opportunity to experience where the Bayshore's fragile coastal environments meet the human landscape.

## Byway-Related Opportunities

*Future amenities* – Although the beach restoration project was completed in 2016, the beach will not reopen to the public until the fall of 2017. The FWS has future plans to create a trail, boardwalk, and observation deck on the beach.

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<sup>9</sup> From October to March, only the westernmost four miles of the canoe trail and one of the boat launches are open.

*Vehicle infrastructure* – A small number of parking spaces are available in the NWR. The major parking lot in the NWR is by the Refuge Office/Visitors’ Center. The Visitors’ Center is located on Turtle Pond Road, near to one of the canoe trail boat launches and the photography blind. There is also a six-space parking lot at another boat launch in Brumbley Family Park Campground, located on the edge of the NWR at the intersection of Route 5 and State Route 1. There is a small fee to use either of the NWR parking lots.

*Marsh and beach restoration* – Fowler Beach long served as a barrier beach protecting the freshwater marshes on its inland side. However, severe weather events in the twenty-first century had created four major breaches in the beach by 2015. The breaches were problematic in part because they allowed the Bay’s saltwater to flow into and damage the marshes in Prime Hook National Wildlife Refuge that had been converted to freshwater impoundments. In 2015 and 2016, the U.S. Fish and Wildlife Service (FWS) filled in these breaches with sand dredged from the Delaware Bay. This beach restoration project also included the recreating of the barrier beach ecosystem by rebuilding dunes and installing 10,000 feet of sand fences and planting beach grass to curb further erosion. Additionally, the conversion of the breached freshwater impoundments back to saltmarshes was catalyzed by dredging tidal channels, removing some manmade water control structures, and planting marsh and beach vegetation. Finally, the restoration project included the removal of a portion of an asphalt road.

This restoration project will recreate much needed habitats for tidal flora and fauna. While the efforts will take several years to take full effect, the FWS has noted that the vegetation has already begun to flourish, and more horseshoe crabs and migratory birds have been spotted.

## **Byway Program Challenges**

*Private beach community status* – Because Primehook Beach is a private beach community, it is not technically open to the public. Because the beach is technically a private community, it is not eligible for state or federal financial support to conduct beach renourishment work, which is becoming increasingly important. Other beaches in Delaware have made efforts to welcome visitors and offer visitor amenities in exchange for state support of beach renourishment activities. Additionally, the members of the Prime Hook Beach community do not want the public to visit their beaches.

*Erosion* – The marsh restoration project discussed above is one of the most extensive projects of its kind to occur on the east coast. Nonetheless, the beach, dunes and marshes will continue to be threatened by erosion and breaches from storms.

## **Byway Program Strategies and Recommendations**

Prime Hook National Wildlife Refuge Comprehensive Conservation Plan requires the NWR to implement to the following actions: using adaptive resource management, managing invasive species, monitoring and abating diseases affecting wildlife and forest health, controlling nonnative and other pest animals, conducting appropriate use and compatibility determinations, providing opportunities for wildlife-dependent recreation, protecting cultural resources, conducting a refuge wilderness review, providing refuge staffing and administration, and distributing refuge revenue sharing payments.

Key strategies for the Delaware Bayshore Byway include:

**Providing opportunities for wildlife-dependent recreation:** The refuge provides opportunities for all six priority recreational uses (hunting, fishing, wildlife observation, photography, environmental education, and interpretation.)

**Protecting cultural resources:** “In order to strategically address the loss of archaeological sites and potential exposure of human remains at Prime Hook to erosion by sea level rise, the Service, in consultation with the SHPO, will prepare a cultural resource management plan for the refuge within five years, subject to the availability of funds. The plan will be consistent with resource management objectives in this CCP. The management plan will identify problems with specific sites, and specific protective measures such as survey, evaluation, excavation, stabilization, monitoring or other appropriate strategies that can alleviate or minimize impacts depending on the values of specific archaeological sites. (Prime Hook National Wildlife Refuge Comprehensive Conservation Plan, March 2013)”

### 3.3.9 Broadkill Beach Discovery Zone

Broadkill Beach is an unincorporated beach community located off Route 1 at the terminus of Route 16. It lies on the bayside edge of the Prime Hook National Wildlife Refuge (NWR). The wildlife refuge offers bird-watching, kayaking, boating, hunting, fishing and crabbing. Hunters can participate in hunting seasons for deer, waterfowl and small game. Freshwater and saltwater fishing is available, and there is a fishing pier on Fleetwood Pond that is accessible to persons with disabilities.



The only commercial building in Broadkill Beach sells deli items, beach supplies, and bait and tackle

Drivers enter the Broadkill Beach community after passing through a portion of the Prime Hook NWR on SR16.

Residents of Broadkill understand the importance of ecological conservation for their community’s past, present, and future. For instance, in 2000 Broadkill Beach became the first Horseshoe Crab Sanctuary in the state of Delaware.

## Current Amenities and Initiatives Related to the Byway

Broadkill’s long beach offers a peaceful retreat with gentle waves for safe *shell collecting, swimming, fishing, and water sports* for visitors of all ages.

*“Just Flip ‘Em” events* – As a participant in Dover-based nonprofit Ecological Resource and Development Group’s (ERDGD’s) “Just Flip ‘Em” program, Broadkill Beach invites visitors to walk along the beach from mid-May through August to rescue horseshoe crabs that get stranded after they come ashore to spawn. Flipping over these gentle creatures as the sun rises over the bay is a magical experience.

*Public parking* – A small public parking area and parking along Bayshore Drive provide access to the public beach for visitors in automobiles without significantly detracting from the area’s intrinsic qualities. The Broadkill Beach Preservation Association provides portable toilets across from the Broadkill Store.

*Interpretive Signage* – Interpretive signage is posted next to the Broadkill Store. The panels feature information about seashells and wildlife, including shorebirds, fish, and horseshoe crabs.

## Byway-Related Opportunities

*Beach renourishment* – The U.S. Army Corps of Engineers in 2016 completed depositing sand from the Delaware River Channel onto Broadkill Beach in order to extend the endangered shoreline by 50 yards, thereby reversing an estimated 60 years of erosion and sea level rise. Since its completion, a larger beach has attracted more visitors, but storms have eroded some of the expanded beach and caused damage to the new dune. The state has shifted sand to clear access paths. If the State of Delaware



An aerial view of the USACE beach renourishment project at Broadkill Beach



Broadkill Beach after renourishment project

signs an agreement with the federal government, the beach will be eligible to receive good sand from the Army Corps’ dredging of the Delaware River Channel for the next fifty years.

### Byway Program Challenges

*Access for cyclists and hikers* – In order to enter Broadkill Beach, vehicles must cross the busy intersection of Route 1 and Route 16. This intersection is extremely dangerous for cyclists

and hikers to cross, and it therefore limits the types of visitors who can visit this Discovery Zone on their Bayshore Byway trip.

*Beach renourishment* – The USACE beach renourishment project is both an opportunity and a challenge for Broadkill. It means that this public beach has a lot more *beach* to offer for all to enjoy. The renourished beach has attracted many more visitors, and also more home-building on a dwindling number of available lots. However, there is only one seasonal store in Broadkill, and the beach has no trashcans and only two portable restrooms. These few amenities are insufficient if crowds increase any further at Broadkill Beach.

*Maintaining access to the beach* – The dunes are large and broad. Fencing restricts beach access to designated crossing points. Unless the dune crossover paths are maintained after storm events, it becomes very difficult to access the beach. Currently, it falls upon limited state resources to carry out this task.

*Beach cleanliness* – With increasing numbers of visitors, keeping the beach and surrounding road areas clean is a challenge. The community has posted signs asking visitors to “leave nothing but footprints.” Most, but not all, visitors respect this request. The resident-funded Broadkill Beach Preservation Association sponsors regular volunteer clean-up days and funds trash service to keep the community clean.

### Byway Program Strategies and Recommendations

**State-Federal partnership:** Finalizing a project partner agreement (PPA) between the federal government and the State of Delaware would enable future maintenance of the nourished beach and dune system.

Any future project would be undertaken only if the state of Delaware and the federal government decide to fund it. Under the PPA, the state would be asked to fund only 35 percent of any approved repair project and the federal government would pay 65 percent. Not signing the PPA means the state would have to cover 100 percent of approved maintenance work.

**Regional event partnerships:** In 2016, Broadkill Beach hosted a “Just Flip ‘Em” beach walk as the kickoff to the Horseshoe Crab and Shorebird Festival held in Milton. The success of this event offers promise that coordinating future events and programs with Milton and other nearby towns could be a great way to boost short ecotourism visits.

### 3.3.10 Milton Discovery Zone

The town of Milton is the southernmost discovery zone on the Delaware Bayshore Extension. The last stretch of the route connects Milton to the “Historic Lewes Byway: Gateway to the Bayshore” Byway via Harbeson Road, which extends southwards out of Milton, to the Lewes-Georgetown Highway. It is also easily accessible from Prime Hook and Broadkill Beach discovery zones and State Route 1 via State Route 16. Milton lies about 6.5 miles inland from the closest portion of the Bayshore (Broadkill Beach) and straddles the Broadkill River.

The head of the Broadkill River was originally settled by Leni Lenape and Nanticoke Native Americans. English settlers began to establish farms there in the 1670s, and a town began to form in the early eighteenth century. Like Milford, Milton’s location on a river leading to the Delaware Bay and its access to timber made it a superb location for shipbuilding. Agricultural and mill activity were also important, with Milton’s two town ponds originally created by damming the Broadkill River to create millponds in the eighteenth century. In 1807, the town was named Milton through an act of the General Assembly, in honor of the English poet John Milton. Milton was formally incorporated in 1865.

The shipbuilding industry began in the second half of the eighteenth century, reached its peak during the Civil War, and went into decline in the 1880s. Both the shipbuilding and port industries had died out by 1915. At the end of the nineteenth century, its economy was centered on granaries and the processing of other agricultural products.

Today, the early industrial buildings that lined the river are gone, but modern industrial land uses continue in the southern part of town, and include trucking and a brewery.

## Current Amenities and Initiatives Related to the Byway

Milton’s community event offerings are impressive in that they cater to a wide variety of audiences, with a good balance between family- and kid-friendly outings and those catering to adults. This is certainly an asset in attracting a wide array of both visitors and residents.

*Milton National Register Historic District* – The Milton Historic District was added to the National Register of Historic Places in 1982. It encompasses the town’s four major streets in the nineteenth century: Union, Federal, Broad, and Mill Streets. The District Includes 188 contributing buildings and one contributing site, which encompass residential, commercial, religious and public/institutional land uses. The Milton Historic District is also interesting in that, according to the National Register Nomination, it includes a wider variety of house styles from the late nineteenth century than any other similarly sized town in Sussex.<sup>10</sup> Milton is also home to three individually listed properties on the National Register: the eighteenth-century Hazzard House (operated for the last forty years as the Governor’s Bed and Breakfast), the circa 1840 Draper-Adkins House, and the circa 1875 Governor James Ponder House.

*Town Center* – Milton has worked hard to maintain commercial activity where it was located historically, in the center of town, despite competition from strip malls on the outskirts of town. The intersection of Federal and Union Streets makes up the historic Town Center, which features shops, restaurants, and pedestrian-friendly streetscapes. Visitors can explore the dozens of small businesses, including the famous King’s Ice Cream on Union Street, which has been in operation since 1972. Additionally, right off Union Street is the largest town park, Memorial Park, and a riverside walkway called the Governor’s Walk. Memorial Park features a miniature railroad, a playground, boat launch, picnic facilities and a gazebo. The Governors’ Walk, named in honor of the five state governors that have come out of Milton, connects Memorial Park to the smaller Mill Park on the edge of Wagamon’s Pond. Mill Park features a fishing dock, a boat launch, and a life-size statue of the English poet John Milton, after whom the town is named. Wagamon’s Pond is an excellent fishing pond, particularly for bass.

*Dogfish Head Brewery* – Dogfish Head Brewery opened in Milton in 1995 and its beers are now distributed nationally. Dogfish Head produced a variety of creative and experimental brews with unorthodox ingredients like wine grapes, spirulina, chai tea, chicory, and coriander. Their headquarters in Milton features tours of the brewery, ticketed extended tours of the brewery, distillery, and treehouse with additional samples, a tasting room that offers pint sales and growler fills, a small food court with beer-infused menu items, bocce ball and corn hole, and a merchandise store. Additionally, the brewery hosts

<sup>10</sup> NR Nom Section 7 Continuation Sheet Page 1

regular events, such as a weekly farmers' market, happy hours with guest DJs, and launch events for new products.

*Milton Theatre* – The Milton Theatre, originally built in 1910, reopened in 2014 after standing vacant for several years. The theatre hosts a variety of entertainment events, namely music, standup comedy, movies, theatre, and cabaret. This variety means that there is something that appeals to everyone, and with several regularly recurring events, it is easy to schedule a visit to Milton to coincide with one of Milton Theatre's offerings. The Milton Theatre provides an important venue for Milton's arts and culture scene.

*Milton Arts Guild* – The Milton Arts Guild located on Walnut Street promotes arts in the Milton community and local artists' work through gallery exhibitions, fundraisers to support a student scholarship, and monthly art classes. A visit to the Milton Arts Guild provides an excellent view on the artistic culture fostered in Milton.

*Recurring summer events* – Throughout the summer, Memorial Park hosts free local music concerts on Wednesday nights. On two Tuesdays evenings per month during the summer, the Milton Chamber of Commerce hosts a food truck event, called Truckin' Tuesdays, at various locations in the Town Center. Every Friday afternoon from April to October, the Milton Farmers' Market is held next to Dogfish Head Brewery. In addition to vendors, the market includes live music.

*Annual events* – In addition to the recurring summer events discussed above, Milton also hosts several annual or semiannual events. Each Memorial Day weekend is dedicated to the Horseshoe Crab and Shorebird Festival. In 2016, there was a kickoff event to the festival at Broadkill Beach, where attendees helped flip over horseshoe crabs so that they would not be stranded on the beach. Every year in June the annual Andy and Opie children's fishing tournament is held with all participants receiving a prize. Each fall the award-winning Milton Garden Club hosts the annual Garden Tour. During the winter holidays, there is a Christmas parade, holly festival and house tours. Additionally, a local restaurant sponsors the annual St. Patrick's Day parade and Broadkill River Canoe and Kayak Race each August.

*Edward H. McCabe and Pemberton Forest Preserves* – The Nature Conservancy operates two publicly accessible nature preserves on the edge of town. The Edward H. McCabe Preserve is located just east of town, on the south side of the Broadkill River. It is accessible from Milton Memorial Park via a two-mile canoe trail called the Milton-McCabe Preserve Greenway Trail. The Preserve also offers a parking area for hikers arriving by car rather than canoe. There are three miles of hiking trails in the 143-acre preserve. The Pemberton Forest Preserve is located west of town and includes the Ponders Tract Trails System. The Ponders Tract was harvested for timber until 2003, and is undergoing reforestation to replace the pine trees that were grown for timber with native trees. The trail system includes just over five miles of

trails. These preserves offer significant opportunities for Byway visitors to enjoy the natural intrinsic qualities in and around Milton.

*Milton Historical Society* – The Milton Historical Society (MHS) has a calendar of events that include Saturday walking tours through the historic district and a summer speaker series. Both of these types of events would appeal to byway visitors as they offer an in-depth experience of the town’s historic resources, as well as local and state history. Additionally, the MHS runs the Lydia B. Cannon Museum, which includes historical and art exhibits. The MHS plays an important role in promoting the historic and cultural intrinsic qualities that Milton has to offer.

### Byway-Related Opportunities

Along with all of Milton’s seasonal activities, they are also home to a number of locally recognized and award winning restaurants offering a number of different cuisines. They can be found in and near the town center and along Broadkill Road.

### Byway Program Challenges

While much of the downtown portion of Milton is walkable with ample parking in a municipal lot the more residential areas are not. The Town continues to work towards increased walkability and resolving ADA compliance issues in the public areas of town.

### Byway Program Strategies and Recommendations

**Tourism committee:** Milton’s 2010 Comprehensive Plan recommended that the town council create a tourism committee that could work with existing groups such as the Chamber of Commerce to promote tourism in Milton. Milton’s significant cultural historical and natural intrinsic qualities. This committee could work with the Chamber of Commerce and other groups to create a targeted marketing campaign sharing specific events with specific audiences and a general marketing campaign highlighting the diversity of activities available in Milton.

### Section 3.4 Partnership with the Historic Lewes Byway

The Bayshore Byway officially ends in Lewes, Delaware at the intersection of Delaware Route 1 and Kings Highway, which also marks the beginning of the Historic Lewes Byway. The Bayshore Byway and the Historic Lewes Byway have a number of common goals and objectives which have catalyzed a strong



partnership between the two entities. The tag line for the Lewes Byway is “Gateway to the Bayshore”. There is significant synergy in marketing strategies; sustaining natural coastal areas and linking to New Jersey via the Cape May-Lewes Ferry. The City of Lewes located on the most southern portion of the Delaware Bayshore draws a large number of tourists each year and hence is a significant source of potential visitors to the Bayshore Byway.

The Bayshore Initiative encompasses not only the Byway, but extends into the northern portion of the Historic Lewes Byway. Along the northern portion of Pilottown Road lies the Great Marsh, the southern terminus of the Bayshore Initiative. Protecting this important area is not only a joint effort between both byways, but all the entities that support the vision, mission and goals of the Initiative. A strategic goal in Lewes’s Corridor Management Plan (CMP) is to enhance Lewes as an interpretive attraction and southern anchor to the Delaware Bayshore Initiative/Bayshore Byway.

Preservation priorities cited in the Historic Lewes Byway CMP identify preservation of the natural resources, water quality and sea-level rise related priorities associated with the Great Marsh, Canary Creek and Cape Henlopen State Park. Long-term implementation steps include linking the byways as the primary access route to Delaware’s Bayshore region.

Lewes’ byway is the bridge that connects the Byway to the Bay and to New Jersey’s Bayshore Heritage Byway via the Cape May-Lewes Ferry, an important transportation link between Delaware and New Jersey. Linking the three byways, as a bi-state byway is a shared goal of each, providing strategic regional marketing opportunities. Promoting the regions rich resources of birding, natural amenities and exploring the long history around the Delaware Bay will establish a great regional presence and result in an increase of eco-tourism and historical heritage opportunities

Close collaboration exists between the Bayshore and Lewes Byway’s ensuring the long term goal of connecting the two entities and protecting the Great Marsh. Each management team includes members representing the other, facilitating cross communication and shared objectives.

“The Great Marsh is a 17,000-acre coastal wetland near the mouth of the Delaware Bay. To the casual observer, the Great Marsh may seem uninviting. But to those curious about nature, exploration by canoe or kayak reveals another world – a vibrant and fluid landscape governed by the ancient cycle of the tides. The Great Marsh contains a fascinating and complex ecology unlike any other, encompassing diminishing habitats such as fresh and saltwater wetlands, intertidal mud flats and Atlantic white cedar swamps” (Nature Conservancy).

### 3.5 Attractions and Amenities of the Bayshore Byway

As described in **Chapter 3 Introducing the Bayshore Initiative and the Discovery Zones**, each of the Discovery Zones has unique features of either Natural or Historic (or both) intrinsic qualities. The 20 Discovery Zones vary dramatically on the attractions they offer the visitor. They vary from a full spectrum of features (natural, historic, biking, hiking, water recreation, small shops, interesting restaurants, B&Bs, etc.) in the small towns of New Castle, Delaware City, Milford and Milton to the solitude of a wildlife refuge observation platform like Ashton Tract or an isolated bay beach like Bennett’s Pier. While the major attraction of the Bayshore and the Byway is that it is the road less traveled and visit to the Bayshore is an escape from the hustle and bustle of modern life on a crowded highway, easily accessible Traveler amenities like food, lodging, public accessible restrooms and fuel stations are critical to any successful trip. Delaware is a small state (~100 miles in length), and the State has backbone of Small Cities/ Suburban developments down the middle of the State (metropolitan Wilmington, Middletown, Smyrna, Dover, Milford, Milton and Rehoboth/Lewes) that offer all the traveler amenities within 10-20 miles of the most isolated parts of the Bayshore.

It is important to make sure the traveler is fully aware of what attractions and traveler amenities are available along the Byway and nearby developed areas. **Table XX** provides a quick overview of what each Discovery Zone offers. This information is being incorporated into the variety of marketing materials developed for the Byway.

**Table XX: Travel attractions and Amenities along the Byway**

Discovery Zone	Natural Attractions	Historic Sites	Hiking	Biking	Waterfront/activities	Local food	B&Bs	Full Traveler amenities 10-20 miles
New Castle	X	X	X	X	X	X	X	X
Delaware City	X	X	X	X	X	X	X	X
Port Penn	X	X	X	X	X	X		X
Odessa		X	X	X		X	X	X
Cedar Swamp/ Blackbird Creek	X		X		X			X
Woodland Beach	X		X		X			X

Bombay Hook NWR	X		X	X	X			X
Leipsic		X		X	X			X
Little Creek	X	X	X	X	X	X		X
St Jones neck	X	X	X		X			X
Magnolia		X				X		X
Frederica		X			X	X		X
Bowers Beach	X				X			X
Bennett's Pier	X		X		X			X
Big Stone Beach	X		X		X			X
Milford	X	X	X	X	X	X	X	X
Slaughter Beach	X		X		X			X
Prime Hook NWR/ Fowler Beach	X		X	X	X			X
Broadkill Beach	X		X		X			X
Milton		X	X	X	X	X	X	X

## Chapter 4 – Examining the Corridor Context

### 4.0 Introduction

This chapter summarizes the existing conditions along the Bayshore Byway Extension and reviews policies and documents designed to guide local communities and state agencies that may have a positive or negative impact on the management of the Byway's intrinsic qualities and characteristics. This chapter provides a summary of the major policy documents related to the state and discovery zones, and provides more information on the roadways which comprise the extension. This assessment of existing conditions will help identify and define: infrastructure improvements, management policies, tourism and educational strategies and actions designed to preserve and enhance the Bayshore Byway extension. Many of the documents and goals for the Bayshore Byway Extension mirror those of the current Bayshore Byway CMP. A majority of the Bayshore Byway Extension is dominated by large swaths of undeveloped tidal marshes due, in large part due to the inclusion of the Prime Hook National Wildlife Refuge as a significant portion of the Byway. Small coastal towns dot the landscape, while larger developable areas, such as Magnolia, Frederica, Milford, and Milton appear inland, and present additional planning resource needs for growth management measures. The Bayshore Byway Extension showcases Delaware's unspoiled natural beauty along its route.

### 4.1 Bayshore Initiative

The Bayshore Byway Extension, like its parent road the Bayshore Byway to the north, passes through acres of natural and scenic lands and is a world-class birding area. Within DNREC's Bayshore Initiative, 2012, there were several goals, each of which inform this Corridor Management Plan (CMP). They are highlighted below:<sup>11</sup>

- Conservation and Restoration
  - *Land/Waterway Conservation:* Expand landscape-level conservation, farmland preservation, and habitat connectivity through voluntary acquisition/easement of unprotected lands.

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<sup>11</sup>DNREC, *Bayshore initiative: Key Areas of Focus*, 2012

[http://www.dnrec.delaware.gov/SiteCollectionDocuments/Delaware\\_Bayshore\\_Initiative\\_key\\_areas\\_of\\_focus.pdf](http://www.dnrec.delaware.gov/SiteCollectionDocuments/Delaware_Bayshore_Initiative_key_areas_of_focus.pdf)

- *Ecological Restoration*: Enhance critical native habitat and restore waterways to protect/promote species diversity, reduce flooding, improve water quality, and adapt to climate impacts
- *Resource Protection*: Coordinate enforcement of existing regulations that prohibit trespass, vandalism, poaching, and disturbance to wildlife and habitats.
- **Recreation and Connectivity**
  - *Connectivity with Local Communities/Waterways*: Focus strategic infrastructure investments to connect wildlife areas to urban centers by enhancing Route 9, as well as spur roads that link the coastal communities to the main corridor, including Kitts Hummock Road, Bowers Beach Road, Thompsonville Road, Bennetts Pier Road, Big Stone Beach Road, Cedar Beach Road, Slaughter Beach Road, Fowler Beach Road, Prime Hook Road, Broadkill Road, and the Seashore Highway.
  - *Safe and Healthy Recreational Experiences*: Promote low impact recreation activities and improve water quality to increase fish and shellfish populations; protect swimmers, seafood consumers and other users; and maximize enjoyment of outdoor experiences.
  - *Access Enhancements*: Ensure safe, aesthetically pleasing and more rewarding wildlife viewing, photography and other recreation opportunities in both urban and rural areas.
- **Engagement and Marketing**
  - *Visitor Engagement/No Child Left Inside*: Focus educational programming, interpretation and recreational efforts on inspiring the next generation of environmental stewards.
  - *Marketing*: Coordinate with local communities, tourism offices, local business and residents to aggressively promote the area regionally, nationally and internationally.
  - *Volunteerism Promotion*: Engage local residents, community groups, service organizations, schools and business to instill a sense of ownership and stewardship.

## 4.2 Institutional Survey of the Byway

A key component in the preparation of a Corridor Management Plan is examining the various state, county, and local government plans, policies, and programs already implemented that overlap with goals of the CMP. The local municipalities and counties have in place guidance that addresses land use, economic development, natural resource protection and historic preservation, most of which are compatible with the Bayshore Byway Extension's vision and goals. However, special attention given to the unique characteristics of the Byway corridor included in the planning process at the local and county level, could advance and protect the Byway's environmental and historic context. (An inventory of

selected planning-related policy documents compiled and reviewed for the purposes the Bayshore Byway Extension Corridor Management Plan have been included in Appendix.)

Significant guidance is already in place for preserving and managing the resources within the extensive state and federal public lands along the Delaware Bayshore Byway corridors, especially areas such as Prime Hook National Wildlife Refuge. A comprehensive conservation plan completed in 2003 and updated in 2013 for Prime Hook National Wildlife Refuge has guided the mission of the refuge to protect the lands and mitigate or reverse saltwater infiltration due to sea level rise or the frequency of heavy storms and has increased the amount of visitor amenities on site. Other areas along the Byway, such as the St. Jones Reserve south of Dover, has seen some improvements, such as interpretive signage, rain gardens to help with flooding, and public boat ramps, but could benefit from additional management strategies for its protection and public-access opportunities.

In consideration and development of management strategies for the byway, the following policies, plans, programs, regulations were examined for their alignment and capability to support or challenge meeting the byway vision and goals. A more comprehensive summary of the institutional survey can be found in the Appendix. This analysis identifies what is already in place today, and the ability of them to address CMP requirements, such as compatible land use, multi-modal transportation and safe travel, protection of the byway intrinsic qualities, and traveler amenities and services. Ultimately, the CMP along with other policies, plans, programs and regulations will allow local stakeholders to realize the byway vision and meet the byway goals. Essentially, the combination of local, regional and state efforts and organizational endeavors provide a toolkit from which the CMP builds upon:

Generally, the Toolkit is organized around the following factors:

- Natural Resources and Environmental Considerations
- Land Use and Historic Preservation
- Transportation and Safety
- Community Qualities and Economic Potential

## 4.3 Corridor Toolkit

### 4.3.1 Natural Resources and the Environment

There are extensive tools in place to potentially assure the future byway character and protection of natural resources while providing for public access, use and enjoyment of them. Below is a summary of documents that guide the Byway Corridor's public lands and the natural environment.

## Delaware Sea Level Rise Adaptation Plan

There are two parts to the State of Delaware’s planning process to adapt to Sea Level Rise. The first is the Vulnerability Assessment and the second is the Adaptation Plan. They are briefly described below.

**Sea Level Rise Vulnerability Assessment for the State of Delaware** – Results of the Sea Level Rise (SLR) Vulnerability Assessment clearly demonstrates the impact on the Bayshore Corridor from sea level rise inundation. “Within those potentially inundated areas lie transportation and port infrastructure, historic fishing villages, resort towns, agricultural fields, wastewater treatment facilities and vast stretches of wetlands and wildlife habitat of hemispheric importance.”<sup>12</sup> The Vulnerability Assessment provides valuable data on the potential impact to Delaware resources. Of the sixteen resources of concern, which emerged in the study, the following are important to the future management of the Byway and Bayshore:

- Beaches and dunes
- Coastal impoundments
- Dams, dikes and levees
- Evacuation routes
- Freshwater tidal wetlands
- Future development areas
- Habitats of conservation concern
- Heavy industrial areas
- Roads and bridges
- Tidal wetlands
- Tourism and coastal recreation
- U.S. Fish and Wildlife Refuge

**Sea Level Rise Adaptation Plan** – Due to the byway’s location on the eastern shoreline of Delaware, this Adaptation Plan, is a critical management tool for the communities and lands within the byway corridor. The plan provides information about adaptation strategies and will recommend actions for the state to take to build its “adaptive capacity” including recommendations for coordination, filling data gaps, regulatory changes, technical assistance and education. It is estimated that by 2100, this acceleration of sea level rise rates could cause the level of Delaware’s oceans, bays and tidal rivers to rise between 1.6 feet

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<sup>12</sup> Delaware Coastal Programs, *Preparing for Tomorrow’s High Tide Sea Level Rise Vulnerability for the State of Delaware*, Page ix 2012. <http://www.dnrec.delaware.gov/coastal/Documents/SeaLevelRise/AssesmentForWeb.pdf>

(0.5 meters) and 4.9 feet (1.5 meters) above their present levels.<sup>13</sup> Additionally 8-11% of land Statewide is located within an area that would be inundated with water, due to sea level rise.

Water has always shaped Delaware, but too much of it in the form of accelerated sea level rise will severely and negatively impact the state. While it may not be possible to reverse all impacts from sea level rise, it is possible to assist communities in becoming more resilient while mitigating damage or inundation. The Adaptation plan sets forth seven objectives:

- Improve Communication and Coordination between State, Federal, Local and Regional Partners to Streamline Sea Level Rise Adaptation Efforts.
- Provide Increased Regulatory Flexibility for Adaptation and Improve Consistency between Regulatory Agency Decisions.
- Provide Consistent and Predictable Policies for Future Growth, Investment, and Natural Resource Management.
- Increase Public Awareness of Sea Level Rise through Education, Outreach and Marketing. Improve the Availability & Robustness of Sea Level Rise Data Sets.
- Improve the Availability & Robustness of Sea Level Data Sets
- Provide Technical Assistance to Partners for Assessing Vulnerability and Choosing Adaption Strategies.
- Expand Funding Opportunities for Adaptation Planning and Implementation Projects

As part of the plan adaptation strategies have been outlined to serve as guidelines for towns and communities when creating planning documents. An example of this at work is seen in the Town of Frederica, which worked closely with DNREC and DelDOT when updating their comprehensive plan in 2015. Using this document, and grants funded by the Coastal Management Assistance Grant administered by the Coastal Program, Frederica is working towards adaptably and resilience, and is an example of this planning document in action.

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<sup>13</sup> Delaware Coastal Programs, *Preparing for Tomorrow's High Tide Sea Level Rise: Recommendations for Adapting to Sea Level Rise in Delaware Vulnerably for the State of Delaware*, Page v-vi 2012:

<http://www.dnrec.delaware.gov/coastal/Documents/SeaLevelRise/FinalAdaptationPlanPublished.pdf>



These maps depict mean higher-high water (MHHW) in Bowers Beach Delaware under the three planning scenarios for sea level rise. Like Frederica, The Town of Bowers Beach is one of several municipalities in Delaware that is actively planning for current and future effects of storms and sea level rise. Image from *Preparing for Tomorrow's High Tide Recommendations for Adapting to Sea Level Rise in Delaware*, 2013, pg. 5

**Delaware Coastal Programs Sea Level Rise Initiative** – To help assess, prepare for and minimize the potential impacts of SLR, the Delaware Coastal Programs Section of DNREC is leading a multi-year Sea Level Rise Initiative. Its goal is to reduce Delaware’s future vulnerability to the effects of sea level rise by:

- Providing scientific and technical support for decision-making;
- Implementing on-the-ground project in partnership with stakeholders;
- Providing educational and outreach opportunities for stakeholders and the public; and
- Improving existing policies and management practices and/or developing new policies and management practices where necessary.

As part of the goal of providing scientific and technical support for decision-making, Delaware Coastal Programs scientists have partnered with the National Wildlife Refuge System, the University of Delaware, local Estuary Programs and other state agencies to fill gaps in knowledge about coastal storms, tide levels and marsh sediment accretion. This data and information will be used for policy development and communication of this new information is a component of the ongoing outreach strategy by DNREC. Newark, Slaughter Beach, Bowers Beach, and Frederica have all participated in this endeavor.

### **Delaware Wildlife Action Plan (Olin Allen, 2015)**

The Delaware Wildlife Action Plan is a ten year strategy focused on reducing the amount of habitat and species loss within Delaware. It outlines “species of greatest conservation need (SGCN), their key habitats, issues and research needs, conservation actions, how the Department of Natural Resources and Environmental Control (DNREC) will monitor effectiveness, coordinate with conservation partners, and

foster public participation in wildlife conservation efforts.”<sup>14</sup> The primary focus of the DWAP is providing DNREC and their partners the framework for conserving native wildlife and habitats within Delaware, which are an integral part of the Bayshore Byway Extension. It is based on the following principles:

- Conservation of Species vs. Habitats – Emphasize the management of ecological structure and function of key habitats over management of individual species
- Management on Conservation Lands – Direct management in state wildlife areas, parks and forests in the Green Infrastructure Natural Resources Focus Area, which are areas, defined using criteria and mapping to identify an interconnected network of forest, upland and wetland habitat for a variety of species
- Management on Private Lands – Direct private lands management toward buffering and connecting conservation lands in the Green Infrastructure Natural Resource Focus Area.
- Measuring Success – Establish performance indicators to measure the success of conservation actions and plan implementation by conducting inventories, research and monitoring of species, habitats and the impacts of conservation to guide adaptive management.
- Partnership Development – Strengthen partnerships among conservation agencies and organizations to link landscapes, tie together complementary efforts, and leverage investments.
- Data Collection and Information Management – Collect, manage and analyze data to support wildlife diversity conservation efforts with sound science.
- Education, Outreach and Enforcement – Increase public knowledge of wildlife conservation issues to develop an understanding of habitats, species, and conservation issues and actions; foster a sense of responsibility for personal choices; actively engage citizens in conserving natural resources; and otherwise cultivate support for wildlife diversity conservation. Enforce regulations to promote responsible behavior in interactions with wildlife.

**Delaware Statewide Comprehensive Outdoor Recreation Plan** – The Delaware Department of Natural Resources and Environmental Control’s Division of Parks and Recreation has updated the State’s Comprehensive Outdoor Recreation Plan in October 2018. This plan, Building an Outdoor Legacy in Delaware, provides significant guidance on the State’s value, need and programs for outdoor recreation capabilities. The study provides important marketing information on target audience and the types of recreation they are looking for. This will help guide the development of the Byway.

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<sup>14</sup> DNREC, Delaware Wildlife Action Plan 2015-2025, pg 1. <http://www.dnrec.delaware.gov/fw/dwap/Pages/WAP-Progress.aspx>

## Kent County's Comprehensive Plan (2018)

This Plan is aligned with the DNREC'S efforts to protect wildlife and plants in a conservation framework. As the county's only source of fresh water comes in the form of ground water, the county is actively working to mitigate the impact development has on the environment. They also recognize the importance of wetlands and marshes, and beaches as buffer zones during storms, and areas which help to mitigate the impacts of Sea level rise and intensifying coastal flooding. The environmental section of the Kent County Comprehensive Plan lists a few goals which directly impact the preservation of the Byway:

- Utilize the Wildlife Action Plan, Green Infrastructure, and Source Water Protection maps produced by DNREC in conjunction with Land Evaluation Site Assessment (LESA) scores in ranking properties for County agricultural land preservation funding.
- Maintain existing environmental standards (wetland protection, floodplain standards, stream buffers, impervious cover limitations) to protect people, property, and the environment.
- Increase the width of non-disturbance areas surrounding wetlands, waterbodies and conveyance systems, including tax ditches, to an average of 100 feet for 80% of the area, to be buffered with a minimum width buffer of 50 feet and, if previously cleared of vegetation, require such riparian buffer be replanted with native species prevalent in riparian areas. Where the slope along a waterbody exceeds 15%, the buffer measurement should commence from the top of bank. Required buffers should be designated as unsubdivided open space
- Consider requiring groundwater impact assessments for subdivision and land development projects located in excellent recharge areas and ensure such projects are forwarded to DNREC for advice and comment

## Sussex County's Comprehensive Plan (2018)

This plan is also aligned with DNREC's Wildlife Action Plan, and sets forth goals which will help to enhance or preserve the Byway. Sussex County has made strides towards the protection of their abundant wildlife and natural assets. Much of the plan focuses on conservation and stewardship of water related environments and puts into action work towards beach and dune restoration, saltwater infiltration mitigation, and wetland conservation.<sup>15</sup> A copy of the latest plan can be found at [www.sussexplan.com](http://www.sussexplan.com) . They have identified four goals for the conservation and use of land within the county:

- Preserve, maintain, and enhance the natural resources and natural systems within the county
- Encourage protection of farmland and forestland

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<sup>15</sup> Sussex County's Comprehensive Plan

- Ensure the protection of the natural functions and quality of the County’s surface waters, groundwater, wetlands, and flood plains
- Maintain and improve air quality

### **US Fish and Wildlife Service Delaware Bay Estuary Project**

The Delaware Bay Estuary Project is part of the U.S. Fish & Wildlife Service's National Coastal Program. The Coastal Program focuses the U.S. Fish and Wildlife Service’s efforts in bays, estuaries and watersheds around the U.S. coastline. The purpose of the Coastal Program is to work together with our partners to conserve fish and wildlife and their habitats.

### **Partnership for the Delaware Estuary**

The Partnership for the Delaware Estuary is a nonprofit organization established in 1996 to take a leadership role in protecting and enhancing the Delaware Estuary, where fresh water from the Delaware River mixes with salt water from the Atlantic Ocean. It is one of 28 congressionally designated National Estuary Programs throughout the coastal United States working to improve the environmental health of the nation's estuaries. More information on their mission can be seen at their website <http://www.delawareestuary.org/>.

### **Coastal Zone Laws and Regulations**

Both the Delaware Coastal Zone Act Program (1971) and the Regulations Governing Delaware’s Coastal Zone (1991) put in place a law and regulations to promote improvement of the environment while providing for existing and new industries to stay competitive. Although this program and its governing regulations reach beyond the byway corridor, it provides guidance for lands along the Byway, prohibiting certain uses and managing others, thus reinforcing the intent to protect this region’s natural resources, and promote the area for tourism.

The following documents specifically focus on Byway destinations that contribute to the natural, scenic, and recreational qualities that make this a significantly unique byway:

### **Prime Hook National Wildlife Refuge Comprehensive Conservation Plan, CCP, (2013)**

Prime Hook, the largest public access natural resource on this section of the byway, comprises over 10,000 acres of natural wetlands, tidal marshes, and beaches. Due to Prime Hook’s strategic location on the Delaware Bay, the refuge has national conservation significance as a designated RAMSAR Wetland of International Significance Site (1999), American Bird Conservancy-Important Bird Area (2000), and a Western Hemisphere Shorebird Reserve Network site (1986).

Since the signing of the National Wildlife Refuge System Improvement Act of 1997, appropriate public uses of the Refuge System include six major wildlife-dependent recreational uses and are hunting, fishing, wildlife observation, photography, environmental education, and environmental interpretation.

The CCP sets forth two goals for the conservation and protection of the landscape.

- Manage, enhance, and protect the dynamic barrier beach island ecosystem for migratory birds, breeding shorebirds, and other marine fauna and flora. Perpetuate the biological integrity, diversity, and environmental health of North Atlantic high and low salt marsh habitats.
- Manage the biological diversity, integrity, and environmental health of refuge upland and wetland forested cover types to sustain high quality habitats for migratory birds and increase quality habitat for the endangered Delmarva fox squirrel, forest interior breeding and wintering land birds, reptiles, amphibians, and other forest-dependent wildlife.

### Delaware Birding Trail

The map and guide to birding sites in Delaware is a joint project by Delaware Audubon, Delmarva Ornithological Society, and DNREC's Division of Fish & Wildlife. Of the 27 sites throughout the state, five are located along the Byway. Information about year-round birding in the state provides valuable details on the site, a description of birds that often nest or can be seen at the site, and seasonal considerations. Access and directions to the site and what the sites are described in the map/guide found on their website: <http://www.delawarebirdingtrail.org/>.

### Natural Resources Opportunities and Challenges

A review of the existing plans, policies, regulations, and overall site conditions revealed the following natural resource and environmental opportunities and challenges for the Corridor Management Plan.

#### Opportunities:

- The Bayshore is a world-class birding area, and the Delaware Birding Trail is already in place to encourage eco- and nature-based tourism.
- Extensive awareness and planning objectives to protect natural resources by the State and County agencies as well as other key interests.
- Regulations to protect Delaware's coastal zone.
- Identified and utilized local and federal funding streams for conservation initiatives.

#### Challenges:

- Some guiding documents; Delaware Statewide Comprehensive Outdoor Recreation Plan, and some of the municipality planning documents have not been updated in greater than five years.

### 4.3.2 Land Use Resources, Plans and Guidance

Land development along the Byway corridor is typically reserved for the land to the west of Route 1. The Coastal Zone Act, the vastness of federally and state protected lands, and the threat of sea level rise makes developing east of Route 1 along the corridor difficult and impractical in many areas.

#### **Delaware Strategies for State Policies and Spending (Coordination, 2015) –**

The purpose of the *Strategies for State Policies and Spending* is to coordinate land-use decision-making with the provision of infrastructure and services in a manner that makes the best use of our natural and fiscal resources. The importance of such coordination lies in the fact that in Delaware land-use decisions are made at the local level, while the bulk of infrastructure (e.g., roads and schools) and services (e.g., emergency services and social services) that support land-use decisions are funded by the state. Thus the development of this document with local governments and citizens helps to create a unified view toward growth and preservation priorities that all levels of government can use to allocate resources.

The Strategies presented within the document guide investments made by state agencies and ensure that public investment is efficient, equitable, and promote compact growth and resource conservation. They also provide targeted “investment strategy zones” The *Investment Strategies Map* show Magnolia, Frederica, Milton and Milford are level 1 and 2 investment zones while the majority of the byway is considered level 4 or out-of-play. Level 1 and 2 investment strategies and goals focus on developing diverse modes of transportation, recreation and available housing stock typically within urban areas and larger towns. Level 4 and out-of-play investment strategies both focus spending on maintaining and protecting the landscape and resources presently there. These areas, comprising the bulk of the natural, scenic, historic and, recreational qualities of the byway.

In the areas along the byway considered Level 1 or 2, the focus shifts to creating sustainable, low impact “Complete Communities.” To be a complete community a community need to have:

- complete streets
- efficient land use,
- be healthy and livable
- inclusive and active
- Sustainable and Resilient

Many of these goals can be achieved in the corridor in concert with their recommendations in the plan. The University of Delaware Institute for Public Administration (IPA), in partnership with DelDOT, has



created a “Complete Communities toolbox” available digitally at:  
<https://www.completecommunitiesde.org/> .

## Kent County’s Comprehensive Plan (2018)

The overall theme of the Comprehensive Plan is the creation of communities, providing adequate infrastructure to those communities, enabling and encouraging economic development, and preserving the rural character and agricultural industry of the County. The Plan in general and the Land Use element in particular are designed not only to direct development but also to direct investment of public resources in infrastructure and land preservation.

The Comprehensive Plan tells the story of Kent County. It begins with a discussion of where we are today and proceeds to describe the County and community we want to be 30 years from now. The story is not just about land use and zoning but how the County can best serve its population in all areas including parks and recreation, infrastructure investment, protection of natural resources, sustaining our rural character, and public safety. It is a strategic plan designed to identify goals and challenges throughout the County and offer solutions.

The plan sets forth eight land use recommendations which serve as goals:

- Create a zoning classification for Employment Centers. Permitted uses should include those that result in job creation as opposed to retail and service uses permitted in the Commercial Zoning Districts. Uses that support the County’s Food Innovation District should be included as well.
- Update and expand the uses permitted in the Agricultural Conservation and Agricultural Residential Zoning Districts to support the modern agricultural industry and the County’s Food Innovation District.
- Create a zoning classification or development option within existing districts to permit and encourage mixed use development particularly in the Town and Village Areas.
- Create a new Agricultural Zoning District available to properties outside of the Growth Zone Overlay in order to permit by-right uses that support agriculture and are reasonable and expected in rural areas.
- Preserve areas for economic development opportunities by focusing on growth in Employment Centers, Commercial Areas, and Industrial Areas.
- Develop in areas with adequate infrastructure and public services while protecting the natural resources and rural character of the County.
- Conduct a complete review of Chapter 205 Zoning to update zoning districts and permitted uses to more modern standards.

- Review growth zone boundaries.

The Kent County Comprehensive Plan can be found at <https://www.co.kent.de.us/media/913825/2018-Comprehensive-Plan-Adopted-9-11-18-Full-Document-with-Appendices.pdf>

### **Town of Frederica Comprehensive Plan Update (2015)**

The Town of Frederica Comprehensive Development Plan is Frederica's authoritative statement of land use policy. The land use and development plan is closely aligned with **Delaware Strategies for State Policies and Spending** which was previously discussed in this section. The comprehensive plan does not detail any actionable goals but does indicate that town management and residents are looking for strategies that increase pedestrian traffic in town, and to not largely impact any open or natural space within the town limits.

These two strategies can bolster Frederica and make it a viable stop on the byway for lunch, or shopping. With an increased number of retail locations in town they could be a great place to engage byway travelers with the Byway Bucks program.

Frederica is also actively working to become a resilient community in regard to sea level rise. Currently, 30% of the towns land becomes inundated at high tide. The Sea Level Rise component of the Comprehensive Plan Update is the first step toward building adaptive capacity and overall resiliency to sea level rise, coastal storms, and climate change.

The Town of Frederica Comprehensive Plan 2015 can be found at <https://frederica.delaware.gov/planning-zoning/>

### **City of Milford Comprehensive Plan Update (2018)**

The Milford Comprehensive plan was adopted and put into place in May 2018. Milford has, and continues to, work diligently to build its economic and employment base through development of all types. It has also made significant efforts to include relevant state agencies, county and municipal governments, school districts, property owners, and development interests. Milford has successfully utilized a master planning approach for its southeastern area and now envisions undertaking a similar initiative for potential growth, development, and redevelopment in its Northeastern area.

Their land use goals are as follows:

- Encourage compatible, resilient, connected development, redevelopment, and growth within Milford's municipal boundary and entertain annexation or growth opportunities within the

municipality's established Urban Growth Boundary, provided cost-effective services can be provided.

- Conduct a master plan for the city's Northeast Neighborhood.

A copy of the Comprehensive plan can be found at: <https://www.cityofmilford.com/81/Comprehensive-Plan>

### **Town of Magnolia Comprehensive Plan (2019)**

Magnolia has currently updated their comprehensive plan as part of that process, a survey of residents conducted in April 2018 indicates that an overwhelming majority of residents are in support of facilities and amenities which would directly improve the town as a POI on the Byway. This includes the creation a new public park with passive amenities, sit-down restaurants and a strong desire to leave open or undeveloped land as it is. The residents also favor infrastructure upgrades which would make the Town more walkable.

Additionally, the town planning committee has accepted and will implement the following recommendations that improve the byway into their comprehensive plan:

- The town should require best management practices for any future development that are consistent with the State of Delaware's guidance documents for the protection of natural resources including, but not limited to, wetlands, forest resources and streams.
- The town should consider incorporating open space preservation guidelines into their ordinances and pursue the creation of a town park.
- The Town should review its Zoning Ordinances to ensure they match the character of the Town and are easy for residents and Town Council to interpret. Review parcels zoned R-1, R-2 and C-1 (Commercial) considering current land use and characteristics to determine if any of them should be otherwise rezoned.
- Once the new traffic data is developed, the town should work with the State and the Dover/Kent County Metropolitan Planning Organization (MPO) to develop a strategy to mitigate the impacts of pass-through vehicles, such as construction of a bypass.

A copy of the current comprehensive plan can be found at <https://magnolia.delaware.gov/town-comprehensive-plan/>.

### **Sussex County's Comprehensive Plan (2018)**

The Sussex Plan is the County’s official policy guide for future development-related decisions. The Sussex Plan is long-range in nature, and provides a framework for the County’s residents and decision-makers to conceptualize how the County should look and function with a goal of year 2045 in mind.

Implementation strategies are identified within each chapter of the Plan, all or a portion of which may be utilized to accomplish the goals and objectives for topic areas addressed in the Sussex Plan.

The Future Land Use chapter is the centerpiece of the Comprehensive Plan. The chapter creates a framework for achieving the Comprehensive Plan’s overall vision and determining future development priorities. This chapter is comprised of a series of items that direct future development including the Future Land Use Map and goals, objectives, and strategies to be used to achieve the County’s planning vision. These tools will provide long-term guidance to elected officials, developers, and planning and development staff who make decisions regarding land use, infrastructure, economic development, preservation, and capital improvements.

The document contains the following goals for the county, in an effort to encourage responsible development and land use in future years. Implementation strategies are identified within each chapter of the Plan, all or a portion of which may be utilized to accomplish the goals and objectives for topic areas addressed in the Sussex Plan.

- Manage the impacts of future growth and development to better preserve the rural areas of the County.
- Ensure quality growth and development by planning and developing infrastructure and services in the County to complement State and local planning efforts.
- Identify and designate future development areas in a manner that protects the County’s natural and cultural resources from the adverse impacts of development as outlined in the Conservation and Historic Preservation elements.
- Minimize the adverse impacts of future development on existing development.
- Recognize the importance of the agricultural land base of the County.

The Sussex County Comprehensive Plan can be found here: <https://sussexcountyde.gov/2018-comp-plan-documents>.

### Town of Milton Comprehensive Plan Update (2018)

The comprehensive Plan addresses future planning and development within the town of Milton and the surrounding area while continuing to embrace its maritime heritage. A previous version, adopted in 2008, ensured the town’s plan was in line with the Sussex County preservation plan, and the 2018 update is in keeping with that ideology. The plan established a ten-year vision with five-year updates.

- Evaluate, prepare and adopt zoning districts that implement the intent of a Mixed Use Residential/ Commercial, a Marine Resources, and a Limited Light Industrial Land Use Designation.
- Create and adopt Land Use Designations that support historic and community character of the Town and that provide opportunities for a housing mix that is affordable to those seeking or holding employment in the Town.

The Town of Milton Comprehensive Plan can be seen here:

<https://milton.delaware.gov/files/2019/01/Milton-Comprehensive-Plan-2018-Certified.pdf>

### **Town of Slaughter Beach Comprehensive Plan (2018)**

Goals:

- Partner with the Department of Agriculture, Sussex county and the City of Milford to address future expansion of Milford east of State Route One
- Partner with the Department of Agriculture, Sussex County and the City of Milford to identify those lands west of Slaughter Beach as a Transfer Development Rights Sending Area to further expand the Protected Green Belt of Conservation Areas within and surrounding the community.
- Partner with DNREC to evaluate the long-term impacts of the bay to community and coastal resources.
- Partner with DNREC to continue to implement environmental programs to expand and protect important flora and fauna.
- Review and amend local zoning codes to address residential concerns regarding a variety of land use activities such as future annexation, building standards, etc.
- Partner with DelDOT to implement local road standards and develop a short-and long-term maintenance program for these resources.
- Continue to improve the local recreational resources. This includes but is not limited to: continued beach replenishment, repair and improvement to restroom facilities, etc.

The Town of Slaughter Beach Comprehensive Plan can be seen here:

<https://slaughterbeach.delaware.gov/town-codecharter/>

### **Land Use Opportunities and Challenges**

Review of the existing site conditions, plans, policies and regulations already in place have revealed the following land-use opportunities and challenges for the Corridor Management Plan.

### **Opportunities**

- Comprehensive plans available for review from towns along the byway all incorporate location specific heritage and focus on preserving their history. Working with towns should easily create new experiences for byway travelers.
- Towns along the byway have standardized their comprehensive plans and are working with the same set of state and federal guidelines for land use policy.
- Policies are in place to reduce sprawl and protect agricultural and natural land.
- Towns are beginning to put policies in place that address Sea Level Rise, and its impact on communities.
- Most of the Comprehensive Plans have all acknowledged, listed, or indicated that they are part of the Delaware Bayshore Byway.

## Challenges

- Integrating new development with the Byway's historic, natural and scenic characteristics.
- Sea level rise's impact on coastal communities.
- Many towns have limited visitor amenities, and pedestrian transportation is limited.

### 4.3.3 Transportation Assessment

#### Outdoor Advertising

Much of the of Byway corridors contain little use of billboards or examples of permanent outdoor or off premise advertising. Any advertising is typically confined to Route 1 and segments of US 9. The Little Heaven area, South Frederica, Milford, Milton, and both Kent and Sussex Counties must be aware as external effects of master land use and transportation planning and all future development are now within control zones of a Delaware Scenic and Historic Byway. Delaware State Code Title 17, Chapter 1, Sections 190-194 and Title 17, Chapter 11, Sections 1101-1120 with applicable amendments apply.

Efforts were also made by DelDOT to advise recent updated Comprehensive Plans to include identification of byways and their implications. Beyond Federal measures, House Bill of the 150<sup>th</sup> General Assembly now prohibits any new or significant upgrades to billboards, electronic variable messaging, and off-premise advertising along *all* state byways. Designated control zones and byways are located on the DelDOT Gateway and First Map State of Delaware GIS database.

#### Existing Transportation Situation



Assessing the existing transportation situation along the Byway requires an examination of physical characteristics, traffic volumes, vehicle types and users of the roads. This information was obtained, primarily, through resources published on DelDOT's website.

### Physical Characteristics of the Roadways

The Byway Extension is comprised of many small local connector roads with a spine running along Delaware Route 1. The Byway roadway varies from a four-lane divided highway (Route 1), to small two-lane roads without shoulders, which leads travelers typically to the east, to the discovery zones.

The Byway route transportation database is depicted in Table 4.1 with other mapping segments in Figure 4.1 to complement and illustrate this data.

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The Byway route is illustrated in Figure 4.1 and the segments are shown in Table 4-1  
 Figure 4.1 Existing Transportation infrastructure reference map - Current Travel Demand and Functional Classification



Table 4-1: Byway Segments and Distances

Driving Segment No. for Mapping Purposes only	Beginning	Ending	Communities, Historic and Natural Areas Included	GPS - with link to Google Map Latitude & Longitude	Distance (mi.) One Way	Approximate Travel Time One Way	Functional Classification and Average Annual Traffic (2018)	Typical Cross Section Info <sup>16</sup>	Accident/ Incident Analysis all Modes <sup>17</sup>	Known Travel Restrictions or Hazards
1	Route 1/Bay Road and Kitts Hummock Road not including Bergold Lane	Kitts Hummock Beach	John Dickenson Plantation, St. Jones Neck Reserve/DE National Estuarine Research, Ted Harvey Conservation Area, Kitts Hummock	<a href="#">39.101821, -75.439697</a>	3.4	6 min	Local 1,498, 884, 472	10' lanes 5' shoulders towards west end; 10' lanes no shoulders prior to Kitts Hummock	Low	Water on road and localized flooding at times during and after heavy rains
2	Route 1 /Bay Road Barkers Landing Road/East Walnut Street S Main St./Clapman Road Old Beach Road/S State St.	Little Heaven/Bowers Beach Road	Barkers Landing, Magnolia	<a href="#">39.072184, -75.475324</a>	5.6	9 min	Major Collector 2,579; Expressway & Freeway 37,327; Major Collector 1,898, 1,847; Minor Arterial 6,430, 7,127	4-12' lanes with 11' shoulders & depressed divided median; 10' lanes no shoulder; 12' lanes 10' shoulder; 12' lanes 8' shoulder	High	High Speeds on Route 1
3	Route 1/ Bowers Beach Road	Bowers Beach Main Street	Town of Bowers Beach, Bowers Maritime Museum, Milford Neck Wildlife Area	<a href="#">39.060007, -75.399006</a>	3.5	5 min	Major Collector 1,459; Minor Collector 1,459, 1,005, 300	11' lanes 10" shoulder; 11' lanes no shoulder; 11' lanes 7 & 8' shoulder; 10' lanes 2' shoulder	Low	Poor drainage and some localized flooding/ponding at times on Bowers Beach Road
4	Old Beach Road/S State Street, Route 1/Bay Road, Frederica Road	Frederica Road/Milford Neck Road	Barratt's Chapel & Museum, Frederica	<a href="#">39.006859, -75.464409</a>	4.0	6 min	Minor Arterial (no data); Other Principal Arterial (no data), 48,044; Major Collector 1,718, 2,052 SB; 1,456 NB; Minor Arterial 2,162, 2,376 (no data)	12' lanes 8' shoulder; 4-12' lanes with 11' shoulder & depressed divided median; 11' lanes 4 and 6' soil shoulder; 11' lanes no shoulders; 11' lanes 7' shoulders; 12' lanes 9' shoulder	High; Medium in Frederica	Water on road, localized flooding or poor drainage at times on Frederica Road south of town limits.

<sup>16</sup> Data taken from DelDOT Gateway. Typical Cross Section reflects what was provided and may not be accurate or uniform throughout a particular roadway segment. It is best available information without hundreds of spot check measurements. Key selected locations were gathered.

<sup>17</sup> Data taken from DelDOT Gateway. Accidents reported were all types from 2014 -2018 and were simply counted and also reviewed with heat maps. Analysis determined incidents recorded at 0 to 20 as low, between 21-50-as medium, greater than 50 as high. Recorded accidents or incidents may not reflect true accountability, circumstances, or the safety measure of the actual roadway corridor itself. Examples may be an animal crossing conflict as a recorded accident/incident, excessive speeding, extreme hazardous weather conditions at the time, or general inattentive driver error due to health or driver impaired related reasons. Types of recorded accidents/incidents and whether it was one, two, or more vehicles (or bikes/pedestrian) and their impact were not analyzed. Data reflects an occurrence or level of frequency only.

5	Milford Neck Road  South Bowers Road  Bennett's Pier Road  Thompsonville Road/Bennett's Pier Road, Scotts Corner Road, Big Stone Beach Road  Big Stone Beach Drive and Big Stone Beach Road	South Bowers Road – with three choices  End/South Bowers Beach  End/Bennett's Pier  Big Stone Beach & Big Stone Beach Drive  New Wharf Road	South Bowers Beach, Murderkill River, Milford Neck Wildlife Area, Bennett's Pier Beach, Big Stone Beach	<a href="#">38.995524, -75.422591</a>  <a href="#">39.021169, -75.389226</a>  <a href="#">39.028875, -75.360215</a>  <a href="#">38.999485, -75.339101</a>  <a href="#">38.980341, -75.384702</a>	3.7  4.2  3.2  4.2  7.8	6 min  7 min  6 min  7 min  13 min	Minor Collector (no data), 832, 166  Minor Collector 212  Local 97  Local 273 or 1,286 (due to driver choice), 214, 118  Local 118, 229, 479	12 lanes no shoulder  9' and 10' lanes with 5' soil surface shoulders  9' and 8' lanes 4' soil surface shoulders  9' or 10' lanes with or w/o 4' soil surface shoulder; 12' lane only within Big Stone Beach Dr.  10' lanes 4' soils shoulders	Low; collectively with all spur roads low	Poor drainage and some localized flooding at times on South Bowers Road, Bennet's Pier Road, and Big Stone Beach Road  Narrow corridor in some spots; turn around dead end at Bennett's Pier Road and Big Stone Beach is inadequate for larger vehicles.
<b>Driving Segment No. for Mapping Purposes only</b>	<b>Beginning</b>	<b>Ending</b>	<b>Communities, Historic and Natural Areas Included</b>	<b>GPS - with link to Google Map Latitude &amp; Longitude</b>	<b>Distance (mi.) One Way</b>	<b>Approximate Travel Time One Way</b>	<b>Functional Classification and Average Annual Traffic (2018)</b>	<b>Typical Cross Section Info (see footnote)</b>	<b>Accident/ Incident Analysis all Modes (see footnote)</b>	<b>Known Travel Restrictions or Hazards</b>
6	New Wharf Road/NE Front Street  NE Front Street, N. Maple Avenue, SR 36/Causey Avenue, S. Walnut Street, SR 36/SE Front Street.  SR 1B N Rehoboth Boulevard/South Rehoboth Boulevard  North Walnut Street/NE Front Street	North Rehoboth Boulevard  South Rehoboth Avenue  South Rehoboth Boulevard/Cedar Beach Road/SE Front Street  North Walnut Street/SE Front Street	Milford, Parson Thorne Mansion, Milford Bicentennial Park and River Walk, Goat Island Nature Area, Milford Museum, Bascule Lift Bridge	<a href="#">38.927981, -75.410215</a>  <a href="#">38.914752, -75.426696</a>  <a href="#">38.917341, -75.417719</a>  <a href="#">38.913601, -75.428362</a>	2.9  2.2  .6  .1	5 min  7 min  1 min  1 min	Local 191, Major Collector (no data), 2,724  Minor Arterial 6,184, Local (no data), Minor Arterial 5,115, Minor Arterial 3,996, Minor Arterial 5,115  Minor Arterial 9,492  Major Collector 5,868	10' lanes 3 or 5' soil shoulder; 11' lanes  12' lanes 8' shoulder; varies in Milford with 16' to 11' lanes with various paved shoulder width or none with curb and gutter  11' lanes with 8' shoulders  14' lanes with 7' shoulder	Low  High (all of Milford)  Medium  High (part of Milford)	Northern section of New Wharf Road and spot areas on SE Front Street and Walnut Street may flood or pond at times under heavy rains.  Mispillion River Bascule Lift Bridge has 13'-9" height clearance
7	SR 36/Cedar Beach Road  Lighthouse Road/Bay Ave, Slaughter Beach Road	Lighthouse Road  Pine Haven Road/Cedar Creek Road (Anderson Crossroads)	Mispillion River, DuPont Nature Center, Milford Neck Wildlife Area - Cedar Creek Unit, Marvel Saltwater Preserve & Overlook, Slaughter Beach	<a href="#">38.933631, -75.350717</a>  <a href="#">38.908532, -75.307911</a>	9.7  7.5  3.8	15 min  12 min  6 min	Minor Arterial 2,019, 2,425 Minor Collector 2,425 Local 429  Local 832, 725 Major Collector 386, 515, 479 Local 479  Minor Arterial 8,491, 10,535	11'-12' lanes with 2 to 10' shoulders; 10' lanes with no or 5 shoulders (paved or soil surface); 9' lanes with 4' soil surface shoulders  11' lanes with 3' or no shoulders; 12' lanes with 7' shoulders; 11's with 4'  11' lanes 9' or 5' shoulder;	Low (Slaughter Beach area)  Medium (Slaughter Beach area but west)	Some areas upon entering or prior to Town of Slaughter Beach from Cedar Beach and Lighthouse Road can be heavily ponded or flood during heavy rains. Ditto for Cedar Creek Road and Pine Haven Road near Swiggetts Pond.

	SR 1B Coastal Hwy/South Rehoboth Blvd, Cedar Creek Road	Pine Haven Road (Anderson Crossroads)		<a href="tel:38.881799-75.387133">38.881799, -75.387133</a>			Major Collector 10,535, 5,280, 6,229	12' lanes with 7' shoulder	High (south Milford)	
8	Slaughter Beach Road/Wells Road, Flower Beach Road	End -Fowler Beach turn around	Fowler Beach, Prime Hook National Wildlife Refuge area	<a href="tel:38.875284-75.292401">38.875284, -75.292401</a>	3.9	8 min	Local 508, 283	9' lanes 6' and 4' soil surface shoulder	Low	Many sections of Prime Hook Road can be flooded & there are warning lights that activate and trigger a warning signal in one segment. Wells Road, Fowler Beach Road, Cods Road may pond or flood during/after heavy rains.
	Cods Road/Fowler Beach Road	Prime Hook Road		<a href="tel:38.859584-75.289697">38.859584, -75.289697</a>	1.7	3 min	Local 191	9'lanes 6'soil surface shoulder	Low	
	Cedar Creek Road (Anderson Crossroads), Sylvan Acres Road, Prime Hook Road	Prior to Prime Hook residential community/turn around		<a href="tel:38.838790-75.301433">38.838790, -75.301433</a>	9.3	13 min	Major Collector 6,703 Local 501 Local 495	12' lanes 6' shoulder; 10' lanes 4' soil surface shoulder; 9' or 10' lanes with 6' or 3' soil surface or 3' millings shoulders;	High but (Low East of SR 1)	
<b>Driving Segment No. for Mapping Purposes only</b>	<b>Beginning</b>	<b>Ending</b>	<b>Communities, Historic and Natural Areas Included</b>	<b>GPS - with link to Google Map Latitude &amp; Longitude</b>	<b>Distance (mi.) One Way</b>	<b>Approximate Travel Time One Way</b>	<b>Functional Classification and Average Annual Traffic (2018)</b>	<b>Typical Cross Section Info (see footnote)</b>	<b>Accident/ Incident Analysis all Modes (see footnote)</b>	<b>Known Travel Restrictions or Hazards</b>
9	Cedar Creek Road/Sylvan Acres Road, Isaacs Road/SR 30	Milton Ellendale Highway/SR 16 Broadkill Road	Reynolds Pond, Swiggetts Pond, Pemberton Forest Preserve, Prime Hook National Wildlife Refuge, Broadkill Beach, Blum Island State Park	<a href="tel:38.814136-75.344906">38.814136, -75.344906</a>	3.4	5 min	Major Collector 4,373 Major Collector 3,696	12' lanes 6' shoulder; 11' lanes 7' shoulder	High	North Bay Shore Drive dead ends with no turn around and is not ideal for travel on this northern section.
	Broadkill Road/SR 16	N Bay Shore Drive or S Bayshore Drive		<a href="tel:38.811365-75.258088">38.811365, -75.258088</a>	8	12 min	Major Collector 7,310, 6,408, 2,288 Local 996, 585	12' lanes with various shoulders ranging in order from 8', 9, or 14', or 10', 12'; 10' lanes with 3' or 6' shoulders or 3' soil surface	High with medium entering or exiting Broadkill Beach	Roads are very narrow throughout Broadkill Beach and sections entering Broadkill Beach and within this community may flood or pond at times.
10	Broadkill Road/SR 16/Union Street/SR 5, SR 5/Federal Street, SR 5/Harbeson Road	US 9 Lewes-Georgetown Highway	Milton, Milton Historical Society/Museum, Governors Walk & Memorial Park, Wagamons Pond, Edward H. McCabe Preserve, Nassau Valley Vineyards, Historic Lewes Byway	<a href="tel:38.779668-75.311879">38.779668, -75.311879</a>	5.2	9 min	Major Collector 5,537 Major Collector 5,380 Major Collector 6,330, 4,981	13' lanes with curb & gutter; 10' lanes 8' shoulders; 12' lanes with 8', 10', or 9' shoulders	High (Milton and Milton area south)	Beach traffic heavy during summer times; besides sections of SR 1 north east of Magnolia and the north Federica area, this segment had the highest and most spread out accident/incident frequency.
	US 9 Lewes-Georgetown Highway	End – Beginning/SR 1; Historic Lewes Byway begins		<a href="tel:38.730723-75.256490">38.730723, -75.256490</a>	7.3	14 min	Other Principal Arterial 14,132	11' lanes 10' shoulders'	High (US 9)	
Totals including spurs						104.2 miles	3 hours with no stops			



Table 4.1 is divided into segments that provide information on traveling each particular destination zone under their respective roadway route. Elements highlighted include key destination area and the functional classification of the roadway corridor including an account in their Average Annual Daily Traffic. Selected geographic longitude and latitude points were chosen at approximately half way within their selected corridor segments to provide a universal location of the Delaware Bayshore Byway. Without stopping to visit, marvel, or learn more about an intrinsic resource and traveling at normal posted speed limits without traffic back-ups, corridor mileage and timing are recorded.

Table 4.1 also records and provides a typical roadway cross section profile. This is essential and provides a good element in what can be expected when traveling under different modes and uses of transportation. Accident or recorded roadway incidents were also grouped into a low, medium, or high category to provide the frequency of different events or disruption that may occur along each byway corridor or selected route. Lastly, any hazards or warning conditions are noted for the traveler and destination zones that take into account the ease and safety in mobility.

### **Cycling along the Byway**

Due to the low traffic volumes on many of the Byway spurs bicycling on the east side of SR 1 would be a great way to experience portions of the Byway. The natural beauty and isolation found on the spurs would be an idyllic ride through salt marshes, past tidal rivers and then onto secluded beaches. Although there is low traffic volume, the speed limits can be quite high, in some instances 50 miles per hour on narrow roads, making them dangerous when combined with some turns, periodic tall marsh grasses, and narrow travel lanes that mostly lack paved travel shoulders or separated paths.

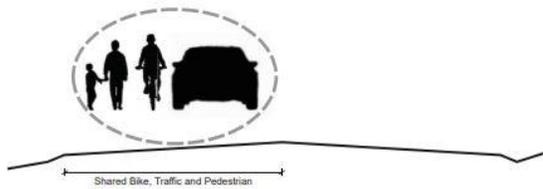


Figure 3.4-11 Shared for All Users



Context sensitive solutions for shared roadways.

**Shared Accommodations for All Users**

All users, pedestrian, cyclists, and vehicular, share the roadway.

**Advantage:** Generally used where right-of-way is very limited.

**Disadvantage:** Potential conflicts among pedestrians, bicyclists, and motor vehicles.

**Appropriate for:** Areas of low vehicle speeds and few cyclists and pedestrians. This treatment is frequently found in rural Delaware, but often in circumstances where vehicle speeds are higher than those considered comfortable by cyclists and pedestrians. It should be considered as a potential solution for low-volume, low-speed, local streets in residential, rural and/or historic/natural areas.

To further support this, Delaware classifies its bicycling routes two ways. First, is whether the roadway has provisions for bicyclists. This can be either a shoulder or a wide outside lane that provides sufficient room for bicyclists to ride in a path separate from motor vehicle traffic. Or secondly,

the roadway does not have such a provision and bicyclists must share the travel lane. Much of the Byway falls into the second category.

In Delaware, bicycle classifications are as follows:

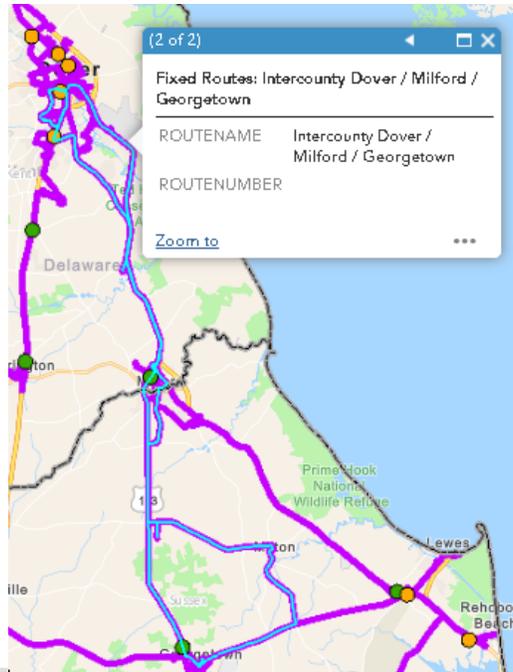
- Highest classification -- the Statewide Bicycle Route which connects the State's three counties.
- Second classification -- the Regional Bicycle Route which connects major municipalities and activity Centers.
- Connector classification -- routes that link local activity centers to the larger bicycle network.

In the case of the Bayshore Byway in this region, the majority of the bike travel falls into the second classification. Small towns of Milford, Slaughter Beach, and Milton are good for local bike travels where other trips and destinations can be experienced under bike travels once you are already there. Although there are numerous paved shoulders along the byway and more frequent shoulder uses found on portions west of SR 1, the more and most experienced bicyclists are best suitable for byway travel. In fact, sections of SR 1/Bay Road should be avoided completely by both bike and pedestrians. The way to experience the Delaware Bayshore Byway and its intrinsic qualities are under vehicular motorized movement. Once at destinations, bike travel, walking, and hiking are more ideal.

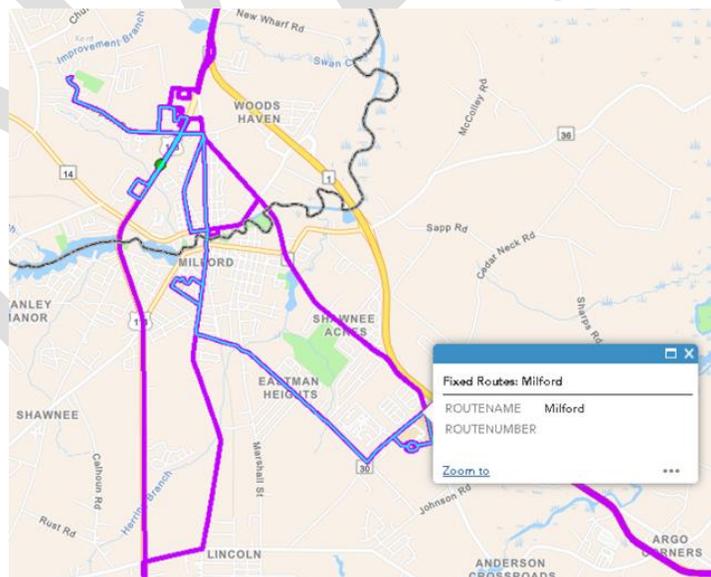
**Public Transportation and other Services**

There are services in the way of public transportation on the Delaware Bayshore Byway for this southern region. Several bus routes can be found in both Kent and Sussex County. They consist of the following:

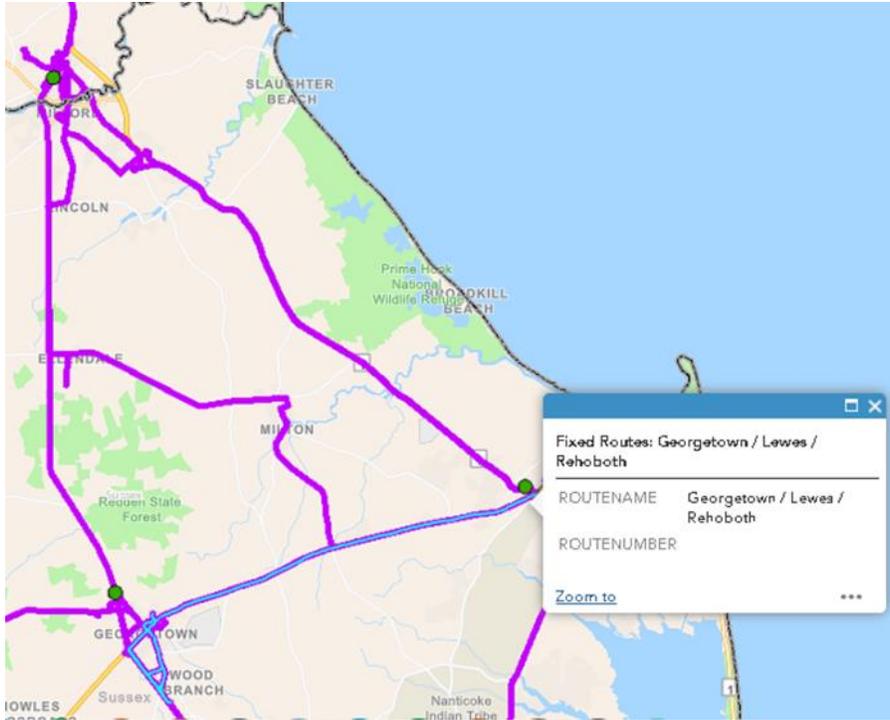
- **Route 303:** This intercounty connector operates from Dover to Milford and to Georgetown and then back. This route has stops in Magnolia, Little Heaven, Frederica, Milford (3 stops with 2 along the byway), and Milton.



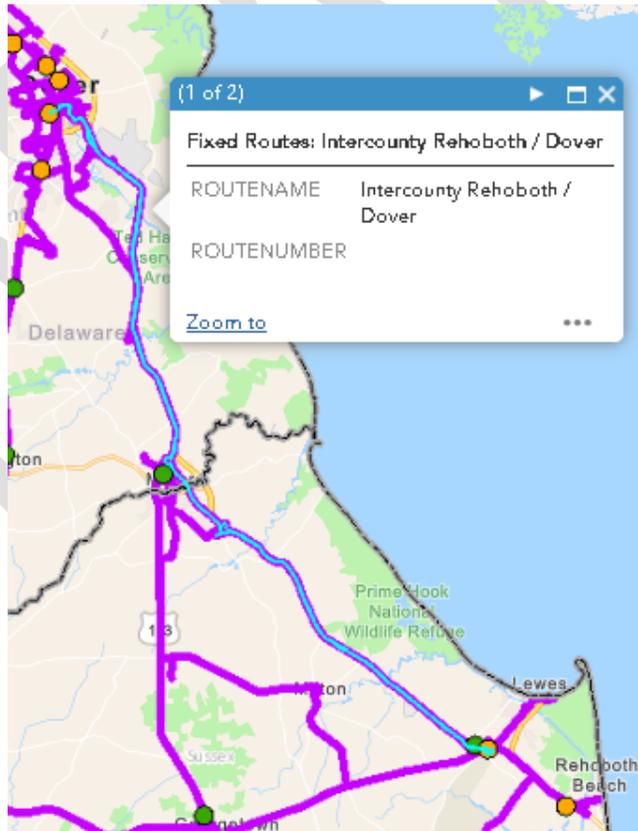
- **Route 210:** This Milford circulator bus route has stops throughout Milford in which several are along byway corridor or within several blocks.



- **Route 206:** The Greenline route travels between Georgetown and Lewes. From Lewes this follows US 9 and the beginning/end of the byway corridor west toward Harbeson Road/SR 5. There are nine stops in this segment, which is within the byway corridor.



- *Route 307*: Intercounty Connector serving and connecting Lewes, Milford (on byway), and Dover



A review of the public transportation shows that while the Route 1 nodes of the Byway are served by public transportation, travelers of the Delaware Bayshore Byway would be unable to see any of the discovery zones east of Route 1 on the bus lines. From a transit perspective, one is able to obtain access direct access into Magnolia, Frederica, Milford and Milton.

There are no other forms of public transportation available along the Byway. There are three electric charging station closely situated near (not on or along) the byway corridors with two in north Milford and one serving in Milton (note: there are several charging stations in the Lewes/Nassau/SR 1 corridor and in Dover). Currently there are no park and ride lots, but one significant transit and park and ride lot is currently being constructed and is nearly complete at the DE TURF Sports Complex. This new transit center will serve for events, shuttle, and transit expansion for lower Kent and Sussex County's. This facility is situated off SR 1 Bay Road and Milford Neck Road directly along the byway in the urban growing and master plan development area of South Frederica.

### Marinas and Boating Facilities

It is not uncommon to see locals fishing right off the roadway along the corridor. The byway offers a wealth of fishing and boating opportunities to travelers from public boat launches along the road.

### Non-Tidal Water Fishing and Boating Access Areas

Town	Name	Boat Ramp	Bank Fishing
Frederica	Andrews Lake	Yes	Limited
	McGinnis Pond	Yes	Yes
Milford	Abbots Pond	Yes	Yes
	Blairs Pond	Yes	Yes
	Griffith Lake	Yes	Yes
	Haven Lake	Yes	Limited
	Silver Lake	No	Limited
	Tubmill Pond	Yes	Yes
Milton	Wagamons Pond	Yes	Yes
	Waples Pond	Unimproved	Limited

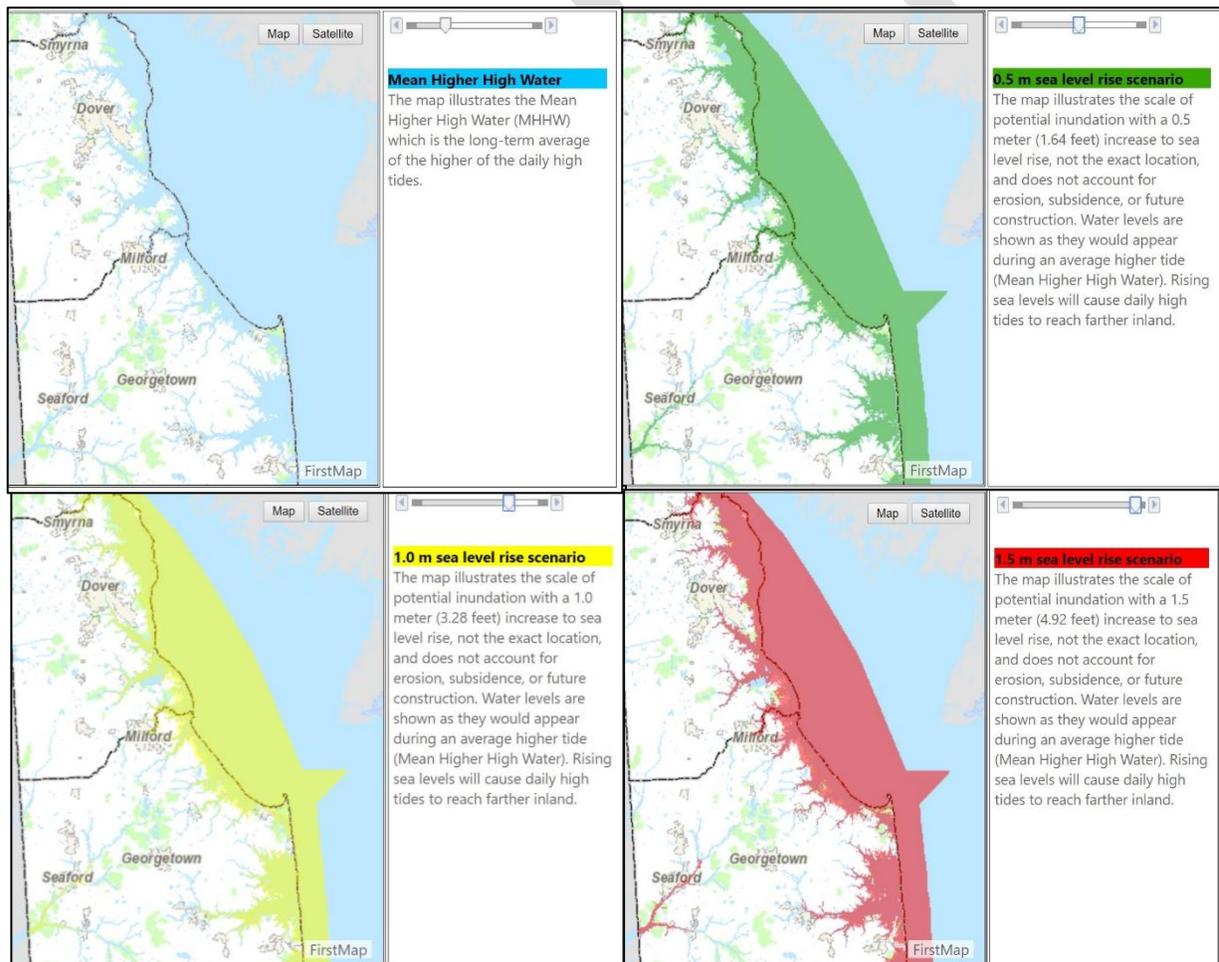
### Tidal Water Fishing and Boating Areas

Town	Body of Water	Number of Piers	Parking Capacity
Lebanon Landing	St. Jones River	1	7

Scotton Landing	St. Jones River	1	10
Bowers Beach	Delaware Bay	0	200
Milford- Front Street	Mispillion River	1	10
Milton	Broadkill River	2	20

## Sea Level Rise

With the abundance of discovery zones located along the coast, the Bayshore Byway Extension is highly impacted by sea level rise. As mentioned previously, within the next 80 years we can expect to see Delaware's oceans, bays and tidal rivers to rise between 1.6 feet (0.5 meters) and 4.9 feet (1.5 meters)



Sea Level Rise Scenario Models. Clockwise from top right; Mean Daily High Water, .5 meter increase, 1.0 meter increase, and 1.5 meter increase.

Source: <http://www.dnrec.delaware.gov/Pages/SLRMaps.aspx>

above their present levels.<sup>18</sup> In the event of a 4.9 foot rise in sea levels, all discovery zones east of Route 1 along the byway would see major inundation.

Given these situations, designated evacuation routes that are part of the same byway corridors could experience resiliency management measures, which may also involve some level of elevation upgrade to the roadway and their waterway crossings. This effects Kitts Hummock Road, Bowers Beach Road, South Bowers Road, SR 1/Bay Road, Bennett's Pier Road, Big Stone Beach Road, North and South Rehoboth Boulevard, Cedar Creek Road, Isaacs Road, Milton-Ellendale Highway/SR 16/Broadkill Road, Union Street/SR 5, and US 9 Lewes-Georgetown Highway/US 9.

### **Planned and Proposed Transportation improvement Projects**

Excluding N. Maple Avenue in Milford, all the roads that comprise the Byway are state maintained. DelDOT has recently completed several projects along Route 1 in Little Heaven and south Federica, which impacted and improved access to the Byway. Many of these projects were grade-separated intersections, which improved entry and exit from Route 1 to and from the discovery zones to the east of the Byway. In the future, several projects known and programmed impact the Byway's corridor travels. These are the following:

#### *Kent County*

- South Federica and Little Heaven Master Planning Effort
- Park & Ride Lot with Bus and Shuttle service at SR 1 and Milford Neck Road

#### *Sussex County*

- US 9 Widening (Ward Avenue to Old Vine Boulevard)
- HEP SC, SR 1 and SR 16 Grade Separated Intersection
- US 9 and Minos Conaway Intersection Improvement.

### **Transportation and Safety Opportunities and Challenges**

The existing transportation corridor data in Table 4.1, other illustrative mapping, and information presented this chapter offer opportunities and challenges to the Delaware Bayshore Byway can be summarized below and added to the current CMP.

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<sup>18</sup> From Sea Level Rise Technical Workgroup, 2009. Available online:

<http://www.dnrec.delaware.gov/coastal/Documents/SeaLevelRise/Final%20and%20Signed%20DNREC%20SLR%20scenarios.pdf>

## Opportunities:

- Byway spurs on the east side SR 1 are low traffic volumes and this helps to keep them safe.
- State and local agencies are working within Sea Level Rise adaptation guidelines to become more responsive to the threat of Sea Level Rise and prone flooding.
- Many areas for boating and fishing along the Byway.
- Access to beaches, natural area, or historic sites are present with no real special provisions or difficulty.
- While some spurs and byway corridors have no shoulders, many do have pull over areas and internal separate facilities with beautiful vistas. There are very little restrictions on pull overs and traffic volumes are low.
- There is sufficient parking in towns and areas for food and restrooms.
- There are overnight accommodations on or very near the byway corridors.
- Some multimodal improvements have been undertaken, but this effort is piecemeal and small scale.

## Challenges

- Portions of the Byway incorporate Route 1 and US 9, which is highly trafficked with high frequency of accidents and/or reported incidents. Even sections south of Milford (Cedar Creek and Isaacs Road) seemed to have high degree of incident frequency. This is not always conducive to safe travel. There are other at grade crossing at high speed SR 1 (east – west movement) which are not programmed for overpasses.
- Lack of or inconsistent shoulders on roadways to discovery zones makes pedestrian and bike travel challenging if not impractical. This excludes the municipal towns, which are walkable or bikeable once there.
- A roadway cross section that provides a safer roadside, accommodates farm equipment, and bicycles needs to be developed. There are some narrow cartway profiles that are not suitable for larger tour bus travel and turn-around.
- Signing and wayfinding to existing attractions is inconsistent and not inclusive of the Discovery Zones or the location of services to travelers.
- There is a lack of a cellphone reception along some of the more remote roads. This makes wayfinding via phone difficult or during any emergency and communication needs.
- Public transit lacks except getting to or around Milford.

- Should predictions and trends of Sea Level Rise and global warming be true, prone flooding already occurring in some areas will cause greater damage to property and roads even with some sustainable measures in place.

#### 4.3.4 Community Quality and Economic Potential

Delaware Bayshore Byway is an untapped resource for ecotourism, and economic development associated with the services and amenities for byway travelers. The Towns of Milton and Milford are actively using their historic and natural resources to their advantage and provide visitors with food, festivals, lodging, and entertainment options. Smaller towns like Bower's Beach, Magnolia, Frederica, and Slaughter Beach currently market their historic and natural resources and are actively working towards goals to improve their appeal to residents and visitors. The CMP will draw upon the following documents, among others, and existing community initiatives to develop management strategies and reveal the potential for economic development within the Byway corridor. The Byway could strengthen locally based economic development that is consistent with the Byway character, needs, and plans of each Discovery Zone.

**Kent County Comprehensive Plan (2018)** states that the County's economy is diverse with jobs in government, manufacturing, tourism, agriculture and financial services. They specifically highlight their ecotourism industry stating, Kent County has a wealth of opportunity for ecotourism. Ecotourism is a form of tourism that appeals to ecologically and socially conscious individuals. Ecotourism focuses on volunteering, personal growth, and learning new ways to live on the planet; typically involving travel to destinations where flora, fauna, and cultural heritage are the primary attractions. Within Kent County visitors can visit the following: The Delaware Birding Trail, Bombay Hook National Wildlife Refuge and the Milford Neck Wildlife area.<sup>19</sup>

These listed sites are on either the Bayshore Byway extension or its mother road the Bayshore Byway.

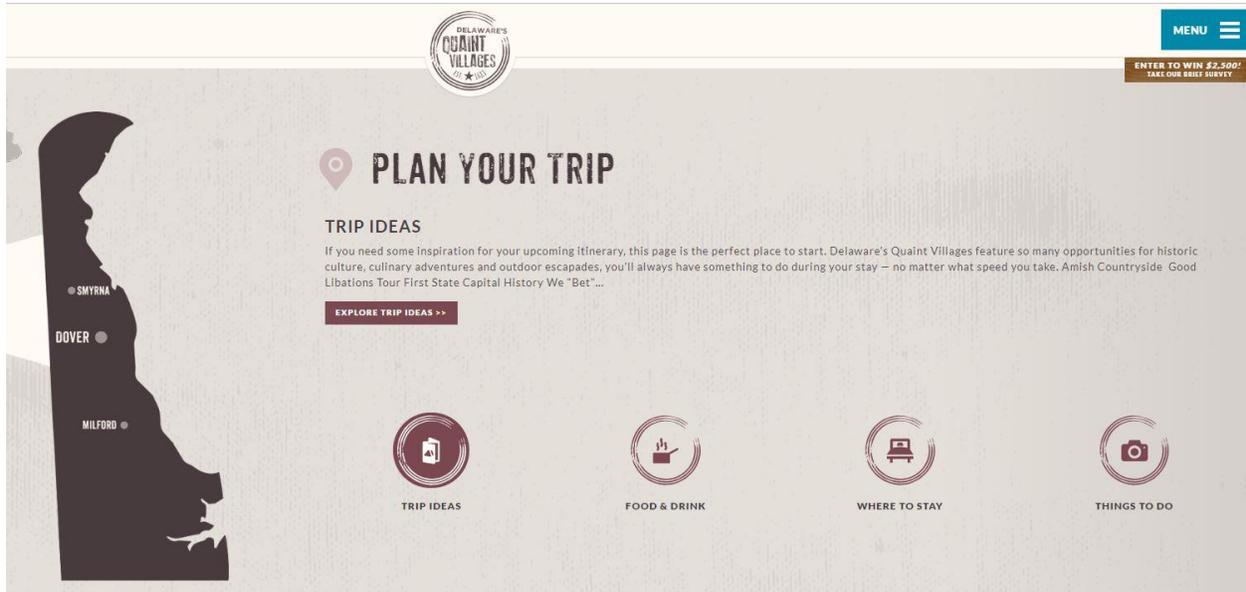
In addition to the wealth of ecotourism sites, which is one of the Bayshore Extension's primary assets, Kent County is looking to target a wide range of attractions including arts and culture, history and heritage, sports and gaming, outdoor recreation, shopping and leisure, and Agro-tourism. To promote tourism opportunities in their small towns, the Kent County Tourism Corporation recently launched their Quaint Villages campaign, an online campaign <https://www.visitdelawarevillages.com/>, which includes the towns of Bowers Beach, Magnolia, Frederica, and Milford. The latest version of the campaign includes an online component, which allows visitors to preplan trips based around adventures and the outdoors, shopping, history and culture, and food and drink. They also include a trip ideas that

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<sup>19</sup> Kent County Comprehensive Plan, 2018, Section 2, page 12



promote the Bayshore Byway and the Harriet Tubman Underground Railroad. Some of the tourism opportunities highlighted by their efforts include:



Delaware's Quaint Villages website provides visitors options for planning trips and notes the Delaware Bayshore Byway in Kent County within their main program guide as a viable trip option.

In addition to the wealth of ecotourism sites, which is one of the Bayshore Extension's primary assets, Kent County is looking to target a wide range of attractions including arts and culture, history and heritage, sports and gaming, outdoor recreation, shopping and leisure, and Agro-tourism. To promote tourism opportunities in their small towns, the Kent County Tourism Corporation recently launched their Quaint Villages campaign, an online campaign <https://www.visitdelawarevillages.com/>, which includes the towns of Bowers Beach, Magnolia, Frederica, and Milford. The latest version of the campaign includes an online component which allows visitors to preplan trips based around adventures and the outdoors, shopping, history and culture, and food and drink. They also include a trip ideas that promote the Bayshore Byway and the Harriet Tubman Underground Railroad. Some of the tourism opportunities highlighted by their efforts include:

Arts & Culture	History & Heritage	Sports & Gaming	Outdoor Recreation	Shopping & Leisure	Agri-tourism
Biggs Museum of American Art	Barratt's Chapel Museum	Harrington Raceway	DE National Estuarine Research Reserve	Byler's Store-Harrington	Delaware Agricultural Museum and Village
Parke Green Galleries	Harrington Historical Society Museum	Harrington Raceway & Casino	Bombay Hook Nat'l Wildlife Refuge	DE Visitor Center & Galleries	Messick Agriculture Museum
Smyrna Opera House	Smyrna Museum	Dover International Speedway	Killens Pond State Park	Shady Lane Selections	Fifer Country Store and Orchards
Milford Art Stroll	Woodburn, The Governor's House	Garrison's Lake Golf Course	Corks Point Outdoors	Spence's Bazaar & Auction	Bobola Farm & Florist
Delaware Ballet	Capital Square/Legislative Mall	Dover Downs Hotel & Casino	Captain's Lady-Bowers	Bel Boutique	Wicked R Western Production
The Dover Art League	DE Archaeology Museum	All About the Swing	Loblolly Acres	Country Expressions	Shady Lane Selections
Kent County Theater Guild	John Dickinson Plantation	First State BMX	Scenic Biplane Rides	Bluvintage	Rose Valley Greenhouse
Delaware by Hand	Museum of Small Town Life	Dover Par 3 Driving & Range	Lister Acres	Beyond Dimensions Gift Shop	Cowgills Corner Sheep and Wool Farm Bed & Breakfast

Source: Delaware Economic Development Office, Office of Tourism <http://www.visitdelaware.com/index.htm>

An increased internet presence through the *Delaware's Quaint Villages* website will hopefully drive tourists to various sites along the Bayshore Byway throughout all three counties in Delaware. Additionally, the Greater Wilmington Convention and Visitors Bureau have also added feature stories, literature, and trip recommendations to their main visitor's and welcoming guide that include Bayshore Byway travels. The Office of State Tourism has posted web information as well.

### Sussex County Comprehensive Plan (2018)

The tourism industry also continues to grow in Sussex County. The Sussex county Comprehensive plan states tourists to Sussex County spent \$1.8 billion in 2015, an increase of over 4.2 percent from 2014. The tourism sector in Sussex County employed over 19,000 individuals in 2015, the most recent year for which data is available. Employment in the sector has increased over 37 percent between 2003 and 2015. Tourism spending in Sussex County has a multiplier effect of 2.2 which means that for every dollar spent directly by a visitor, it generates \$1.20 in additional economic activity in the local economy In 2015, this resulted in \$2.16 billion in additional economic activity.<sup>20</sup>

<sup>20</sup> Sussex County Compressive Plan



While the beaches drive much of the tourism in Sussex County, the comprehensive plan notes the wealth of agricultural resources and suggests that agro-tourism may become a large component of “off-season” visits. The County is working towards a branding guide to create cohesive signage and promotional materials that more effectively advertise points of interest to tourists.

**The Economics Associated with Natural Areas in the Delmarva Peninsula<sup>21</sup>** is a report that examines the Delmarva Peninsula’s natural areas and outdoor recreation in terms of measurable economic benefits. The report indicates 395,000 anglers, hunters and wildlife watchers spending \$659,877 for trips and equipment in Delaware. The report summary of findings indicates the following:

- The total contribution from camping, biking, and trail-based recreation in the Delmarva Peninsula is \$1.07 billion a year and generates over 11,000 jobs throughout the region. Included in this total is almost \$80 million in gear retail sales, \$830 million in trip-related sales and over \$150 million in federal, state and local taxes.
- Hunting, fishing and wildlife watching engaged more than 1.6 million people on the Delmarva Peninsula, of which 570,000 fished, 184,000 hunted and nearly 1.3 million enjoyed wildlife watching. While pursuing all of these activities, they spent more than \$1.5 billion.
- Recreational boating contributed more than \$1.3 billion in sales that supported over 11,000 jobs and paid out over \$400 million in wages.
- Combined, outdoor recreationists such as boaters, hunters, anglers, cyclists and others annually spend up to \$3.9 billion to enjoy Delmarva’s natural areas. These dollars support upwards of 27,900 jobs.

### Discovery Zones and Quality Tourism Amenities

The Bayshore Byway extension offers unparalleled exposure natural landscapes and vistas through iconic Delaware marsh and coastal landscapes. Additionally, nodes along Route 1, the ‘spine’ of the extension, Milton, Milford, Frederica and Magnolia showcase Delaware’s unique built cultural heritage. They feature small inns, bed and breakfast establishments, dining, and events focused on local interests.

It is necessary to expand upon the amenities available at the discovery zones in a sympathetic and sensitive manner to provide services that draw visitors out and capitalize on the intrinsic qualities of the Bayshore Byway Extension.

### Directed Tourism Opportunities and Challenges

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<sup>21</sup> Delaware Greenways, Delaware’s Bayshore Byway Corridor Management Plan, 2013.



Review of the existing site conditions, services, amenities, initiatives and studies already in place have revealed the following economic development opportunities and challenges for the Corridor Management Plan.

There are few amenities at or near many of the coastal discovery zones. In fact, many of the connector roads have minimal or no development along them and offer no opportunities for riders to stop for gas, food or lodging. The Route 1 nodes, offer these amenities, but travelers have to leave discovery zones and travel 10-20 minutes to reach them. The lack of amenities presents an opportunity for state, local, and private agencies to form a partnership to create amenities that are eco-friendly as well as necessary amenities to accommodate the existing and future byway traveler. Additional restaurants, retail shops and traveler services should be carefully integrated into existing communities.

#### Opportunities:

- State and county policies to encourage tourism and agriculture industries to be retained or expanded upon.
- A diverse selection of offerings (ecotourism, heritage tourism, agro-tourism) for visitors to choose from
- 432,000 participants in hunting, fishing and wildlife watching in Delaware alone (residents and non-residents) in 2011. They spent \$351 million in trip-related and equipment expenses and \$90M in trip related expenses alone. (USFWS 2011 Survey)

#### Challenges:

- Limited number of visitor amenities when visiting smaller coastal discovery zones.
- No direct route between many of the discovery zones

## Chapter 2 Chapter 5 – Preserving and Enhancing the Byway

### 5.0 Introduction

The Delaware Bayshore and the Delaware Bayshore Byway have many individuals and communities, not-for-profit groups, government entities at the local, State and Federal levels that, working together, are responsible for its future. Many of these groups and their areas of expertise, particularly the government and NGO organizations, are noted in Chapter 4. These entities primarily deal with preservation, restoration, enhancement, and economic development of the Bayshore (see Table 5.2 for highlights of key partners and programs). DNREC’s inventory of the Delaware Bayshore partnerships exceeds 75 organizations (see Table X – appendix). Direct responsibility for the Byway lies with a Byway Management Team (BMT). This team started as the Project Advisory Committee with the responsibility for developing the 2013 CMP. Many of the original stakeholders remain heavily involved, and membership in the Management Team evolves as the needs grow and change (see Table 5.2 for current BMT).

The Byway leadership has been consistent in the strategic direction (Vision, Mission, Goals and Strategies) initially developed in 2013; this direction was instrumental in creating the extension of the Byway and serves as the foundation for the 2020 CMP.

This chapter describes how the Byway is managed, accomplishments by the Byway community since 2013, and in the framework of the key goals key action items for the future.

### 5.1 Management Structure and processes

The Byway is directly managed by a group of committed stakeholders and facilitated by Delaware Greenways, Inc. (DGI). Members of the BMT include representation from each Discovery Zone, leaders of key conservation, recreation, and tourism not-for-profit organizations, state and local tourism offices/bureaus, and state agencies like the Delaware Department of Natural Resource and Environmental Control (DNREC) and the Delaware Department of Transportation (DelDOT) (See Table 5.2 for current membership). Some of the participating State officials serve in an advisory role (e.g. non-voting).

The primary purpose of the BMT is to (1) define the strategic intent of the Byway, (2) develop an overarching identity for the entities of the Bayshore (a marketing plan), and (3) catalyze partnerships among the organizations that make up the Bayshore Initiative and the Byway. Each Discovery Zone has a management structure of its own, whether it’s a municipal government, state or federal park or wildlife refuge, or a community organization. These organizations drive and have direct responsibility for many of



the Delaware Bayshore and Byway preservation and enhancement programs. They coordinate with the BMT to ensure that key programs align with the overall vision and mission of the Bayshore and Byway. The Byway Management Team has the prime responsibility for branding and positioning the Byway as a collection of Bayshore destinations and developing an appropriate marketing program.

Currently the BMT is managed by a relatively informal set of processes directed by DGI, DNREC, and DelDOT. One of the near-term action items is to formalize the management organization with by-laws that include formal definitions of roles and responsibilities.

Table 5.1 shows major partners and their program in the Bayshore

Organization	Role
<b>Federal Government</b>	
US Fish and Wildlife Service	Land preservation, habitat restoration, and wildlife conservation; Provides access to wildlife areas and outdoor recreation facilities such as wildlife viewing platforms and trails.
<b>State and Local Government</b>	
DNREC	Land preservation, habitat restoration, and wildlife conservation; Provides access to wildlife areas and outdoor recreation facilities such as wildlife viewing platforms, trails, boat ramps, and fishing piers; Directs the climate change and sea level rise programs affecting the Bayshore.
DelDOT	Ensures road safety Develop trails for cycling and hiking Byway leadership/coordination
DE Department of Agriculture	Land preservation Promote agriculture based economic development and agro-tourism
DE Office of Tourism	Promotion of the Bayshore and Byway
Delaware Historical and Cultural Affairs	Protection of historical sites; facilitates National Register of Historic Sites
County government (New Castle, Kent, and Sussex)	Development regulations/ land preservation and economic development
Local Government (Bayshore Towns)	Monitors development in alignment with Comprehensive Plan; Promotes Economic development in alignment of local planning goals
<b>Not-for-profit</b>	

Delaware Wild Lands	Land preservation
Delaware Nature Society	Abbotts Mill and Marvel Salt Marsh Land preservation/ education
The Nature Conservancy	Land Preservation
American Birding Association	Headquarters in Delaware City; birding education and tours
Delaware Greenways	Byway Management
Historic Lewes Byway	Collaboration in marketing/natural area conservation; potential connection to NJ

Table 5.2 shows the range of organizations we worked with to develop the CMP

	Organization	Role
<b>Federal, State, and Local Government</b>		
1	City of Milford	Monitors development in alignment with Comprehensive Plan; Promotes Economic development in alignment of local planning goals
2	City of Milton	
3	Delaware City	
4	Delaware Department of Agriculture	Land preservation; Promote agriculture based economic development and agro-tourism
5	Delaware Department of Transportation	Ensure road safety; Develop trails for cycling and hiking; Byway leadership/coordination
6	Delaware Tourism Office	Promotion of the Bayshore region and Byway
7	DNERR Cedar Swamp/Blackbird Creek	Establish, protect, and manage natural estuarine habitats for research, education, and coastal stewardship
8	DNERR St Jones Reserve	
9	DNREC Aquatic Resource Education Center	Environmental Education
10	DNREC Fish and Wildlife	Directs the climate change programs that effect the Bayshore; Land preservation; Improvement access and facilities
11	DNREC State Parks	
12	Dover Air Force Base/Air Mobility Museum	
13	Federal Wildlife Service: Bombay Hook NWR and Prime Hook NWR	Management of National Wildlife Refuges
14	Kent County Economic Development	Development regulations/land preservation and economic development
15	Kent County Planning	

16	Kent Economic Partnership	
17	Lenape Indian Tribe of DE	Protect the cultural identity of the Lenape people of Delaware through educational, social and cultural programs and to promote the physical and economic health of our citizens through specialized health and economic development programs tailored to our needs.
18	Lewes Chamber of Commerce	Monitors development in alignment with Comprehensive Plans; Promotes Economic development in alignment of local planning goals
19	New Castle City	
20	Delaware Division of Historical and Cultural Affairs	Protection of Historical sites; facilitates National Register of Historic Sites
21	Sussex County Planning	Development regulations/land preservation and economic development
22	Town of Bowers Beach	Monitors development in alignment with Comprehensive Plans; Promotes Economic development in alignment of local planning goals
23	Town of Frederica	
24	Town of Leipsic	
25	Town of Little Creek	
26	Village of Kitts Hummock	
27	Village of Slaughter Beach	
<b>County Tourism Offices</b>		
28	Greater Wilmington Convention & Visitors Bureau	Promotion of the Bayshore region and Byway
29	Kent County Convention & Visitors Bureau - Delaware's Quaint Villages	
30	Southern Delaware Tourism	
<b>Not-for-Profit Organizations</b>		

31	Alliance of Bay Communities	Education, organization, and advocacy designed to encourage the repair, improvement, and preservation of the environment of natural and engineered beaches, the streams, waterways, wildlife habitat, numerous ecosystems, and public lands which surround the communities impacted by the Delaware Bay and watershed: to provide technical information and to undertake such programs and activities as are consistent with those proposed and deemed appropriate by the member communities by the Alliance.
32	American Birding Association	Headquarters in Delaware City; Birding education and tours; Inspires all people to enjoy and protect wild birds
33	Bowers Beach Maritime Museum	Houses artifacts of Bowers, the Delaware Bay and the watermen of the area
34	Delaware Greenways	Byway Management
35	Delaware Nature Society	Abbotts Mill and Marvel Salt Marsh Land preservation/education
36	Delaware Wild Lands	Land preservation
37	Delmarva Ornithological Society	Promotion of the study of birds, the advancement and diffusion of ornithological knowledge, and the conservation of birds and their environment
38	Ducks Unlimited	Wetlands and waterfowl conservation
39	Ecological Research & Development Group (ERDG)	Conservation of the world's four horseshoe crab species
40	Harriet Tubman Underground Railway Byway	Management, conservation, development of the Harriet Tubman Underground Railway Byway
41	Historic Lewes Byway	Management, conservation, development of the Historic Lewes Byway
42	Historic Odessa Foundation	Preservation and promotion the homes, grounds, collections and historic legacy of Odessa, Del.
43	John Dickinson Plantation	Presevation, education and tours of the John Dickenson Plantation

44	Partnership for the Delaware Estuary	Collaboration with people, businesses, and governments to restore and protect the Delaware River and Bay
45	Port Penn Historical Society	Collect, preserve, care for, maintain, instruct, and encourage public interest in all matters, facts and things of any nature relating to history
46	The Nature Conservancy	Conservation of the places on which people and wildlife depend
47	Western Hemisphere Shorebird Reserve Network Manomet Inc	Protection of shorebirds for international conservation
<b>Educational Institutions</b>		
48	University of Delaware Center for Historic Architecture & Design	Preservation, research and planning and policy development at a local, state, national, and international levels
49	University of Delaware - SEA GRANT	Research to promote sustainable coastal communities and thriving natural ecosystems

Table 5.3 shows the members of the Byway Management Team and key Stakeholders

<b>Discovery Zone Leaders</b>	
New Castle Council	Linda Ratchford
New Castle	Tom Maddox
Delaware City Manager	Carol Hauck
American Birding Association Delaware City	Liz Gordon
Fort Delaware/Fort DuPont	Mike Hitch
Port Penn	Linda Beck
Port Penn	Julie Harrington
Odessa Mayor	Kathy Harvey
Historic Odessa Foundation	Deborah Buckson
Cedar Swamp/Blackbird Creek	Kim Cole
AREC/Woodland Beach	Mary Rivers
USFWS/Bombay Hook NWR	Oscar Reed
Leipsic	Nancy and Jay Goodfellow
Leipsic	Donna Ortelli/Florence Burrows
Little Creek	Glenn Gauvry

John Dickinson Plantation	Gloria Henry
DNERR/St Jones Neck Reserve	Kim Cole
St Jones Neck	Kelly Reavis
Dover Air Force Base	Matt Jordan
Air Mobility Museum	John Taylor
<b>Bayshore Extension Leaders/Stakeholders</b>	
Magnolia Mayor	James Frazier
Frederica Mayor	William Glanden
Bowers Beach	Ada Puzzo
Chair of Alliance of Bay Communities	Caroline Schwartz
Bowers Beach Maritime Museum	Judy Martin
Milford Planning & Economic Development Director	Rob Pierce
Slaughter Beach	Bill McSpadden
Slaughter Beach	Kathleen Lock
Milton Town Manager	Kristy Rogers
Milton Town Council	Charlie Fleetwood
Broadkill Beach	Jim Bailey
Broadkill Beach	Richard Huffman
Prime Hook Beach	Terri and Larry DeVore
USFWS/Prime Hook NWR	Al Rizzo
Lewes Chamber of Commerce	Betsy Reamer
Historic Lewes Byway	Dave Ennis
Historic Lewes Byway	Gail Van Gilder
Chair of Historic Lewes Byway	Mary Roth
<b>Community /Government Leaders</b>	
Greater Wilmington Convention & Visitors Bureau	Sarah Willoughby
Kent County Visitor Bureau	Wendie Vestfall
Southern Delaware Tourism	Scott Thomas
Kent County Economic Development	Jim Waddington
Kent Economic Partnership	Linda Parkowski
Kent County Planning	Sarah Keifer
Sussex County Planning	Janelle Cornwell
Delaware's Quaint Villages	Danielle Jonigan

NGOs/Community Groups/Companies	
Delaware Nature Society	
The Nature Conservancy	Maria Dziembowska
Delmarva Ornithological Society	
Partnership for the Delaware Estuary	Kate Hutelmyer
Ducks Unlimited	Jake McPherson
WHSRN Manomet Inc	Laura Chamberlain
Harriet Tubman Underground Railroad Byway	Ron Ruker
302 Stories	Michael Oates
Lenape Indian Tribe of DE	Dennis Coker
UD CHAD	Cate Morrissey
UD CHAD	Kevin Barni
Core Team Members	
DelDOT Byway Coordinator	Michael Hahn
DNREC/Bayshore Initiative Coordinator	Anthony Gonzon
DNREC	Karen Bennett
Delaware Greenways/Bayshore Byway Coordinator	Adam Crosby
Delaware Greenways	Steve Borleske
Delaware Greenways	Ann Gravatt
Executive Director, Delaware Greenways	Mary Roth

## 5.2 Byway Goals, Prime Leadership Roles and Partnerships

As noted above a variety of organizations and communities are involved in preserving and enhancing the Byway and the Bayshore. This section describes the leadership roles and partnerships that the organization are involved in in the context of the Byway goals.

**Goal 1: Brand and position Delaware’s Bayshore locally, regionally, nationally, and globally and fit the Byway within the envelope of the Bayshore brand.**

The primary responsibility for developing the umbrella concept of the Byway and a corresponding marketing plan lies with the Byway Management Team in close collaboration with the Delaware State Tourism Office, the three county tourism offices, the Historic Lewes Byway and the public relations offices within DelDOT and DNREC. A branding and positioning campaign has been completed and the Byway is being marketed through existing media platforms.



**Goal 2: Collaborate with residents, organizations and government entities to protect and conserve the working landscape, natural environment, scenic viewsheds, communities and other vital assets of the Bayshore corridor.**

DNREC, the Delaware Department of Agriculture (DDA) and several not-for-profit organizations drive climate change initiatives, land preservation, and other vital assets.

**Goal 3: Support community aspirations by providing guidance and assistance so the Bayshore corridor Communities can be successful within the framework that best serves each community. Catalyze partnerships among the coastal communities/Discovery Zones.**

All local governments in Delaware (county and municipal) are required to prepare and adopt comprehensive plans. Most of the communities within the Byway area have recently completed/ or updated a Comprehensive Town Plan and have included many aspects of the Bayshore and Byway vision and mission in their planning goals. This has catalyzed a variety of new partnerships with the small towns on eco-tourism type of economic development projects with DNREC and other state agencies. DNREC and the BMT provide a forum for communication and the development of Bayshore partnerships.

**Goal 4: Enhance access to and use of the Bayshore natural area Discovery Zones with improved facilities, programming, signage and way-finding, while respecting the wildlife conservation mission of these areas.** DNREC, DelDOT, and the two U.S. Fish and Wildlife Service's (USFWS) National Wildlife Refuges (NWR) are undertaking several facility and programming improvements that include new wildlife viewing platforms, education programs and welcome centers with visitor services. Byway signs developed from the branding and positioning style guide have been installed along the Byway. DNREC and DelDOT have developed new pedestrian and bike trails.

Working with the Bayshore communities, DelDOT, DNREC and the Byway Management team have extended the Byway 50 miles south from the St. Jones Neck Discovery Zone to Broadkill Beach, encompassing all of the Delaware Bayshore from New Castle to the Historic Lewes Byway.

**Goal 5: Working to make the road corridors of the Bayshore Byway Extension safer for all users – drivers, cyclists, walkers, birders and farmers – and by ensuring that there is appropriate environmentally sensitive access to key attractions and Discovery Zones while respecting the residents' strong interest in maintaining the local character of the road.**

DelDOT is coordinating with DNREC and local communities to define and develop traffic solutions to flooding due to sea level rise. DelDOT and DNREC are adding roadside wildlife viewing areas, new trails and bikeways.



**Goal 6: Work with the education community to engage residents and visitors of all ages in a learning experience about the Bayshore to ensure that current and future generations will continue to experience the Bayshore story and become the stewards for sustaining it.**

DNREC, not-for-profit organizations, and local communities are driving education experiences. Essentially, all the Discovery Zones have education experiences including small museums, nature centers and organized nature-oriented activities. Many of the sites are accessible to the public with physical disabilities. Near term plans include an evaluation of how to best provide multilingual capabilities to key attractions and marketing materials.

**Goal 7: Manage the Byway as an ongoing enterprise to Implement the CMP and advocate for, protect and enhance the Byway through coordination among stakeholders and other key partners, and ensure that the varied interests along the byway are included and respected.**

Byway Management Team under the leadership of Delaware Greenways is responsible for implementing the CMP and coordinating among a diversity of stakeholders. A near-term program is to formalize the governance by adding bylaws, a committee structure including funding and succession planning.

**Goal 8: Encircle the entire Delaware Bayshore with a network of coordinated byways**

The Byway Management Team, DelDOT and DNREC have worked together to extend the Byway 50 miles south to include the entire Delaware Bayshore coastal area. Work is in progress to partner with the Historic Lewes Byway which includes the Cape May – Lewes Ferry, which provides a potential gateway to the New Jersey Bayshore. A future action for the Byway team is to work with the New Jersey Bayshore Heritage Scenic Byway to develop a network of coordinated byways that encircle the entire Delaware Bay (over a 200 mile distance)

### 5.3 Byway Strategies

From the Strategic Intent defined by the Byway Vision, Mission and Goals, the Byway Management Team has developed and is driving five key strategies:

1. **Develop and implement a comprehensive marketing plan** with both near term and longer term components. The purpose is to (1) drive ecotourism and (2) increase revenue and small business development in existing and emerging businesses in the Bayshore area. The plan will build on the recently completed branding and positioning study that resulted in the development of the regional brand, tag line and style. The short term goal is to maximize coverage and exposure of the Bayshore Byway through existing media. The longer term goal is to conduct a comprehensive

marketing study that fully analyzes and develops target audiences, needed attractions, and tourist amenities.

2. **Conserve and protect the Natural Environment.** Many of the properties of the Bayshore are under siege either by Mother Nature in the form of climate change/sea level rise or by development pressures. State and local governments, DNREC, not-for-profit organizations, and local residents are hard at work to minimize these effects. DNREC has a comprehensive statewide climate change program and is working with most of the coastal communities and natural areas to develop strategies and actions to address flooding and other effects of climate change. DNREC and Delaware Wild Lands continue to strategically acquire property adjacent to current wildlands to increase protection of the area.
3. **Enhance access and use of Natural area Discovery Zones.** Of the 20 Discovery Zones that make up the Bayshore Byway, 14 have a heavy concentration of large natural wildlife areas appropriate for ecotourism. Since the development of the Bayshore Initiative and the Byway, a number of context-sensitive improvements (like roadway pull off areas, handicapped accessible wildlife viewing platforms and trails, nature centers and rest rooms) have been made to these properties. These efforts have focused on making wildlife viewing, hiking and other low-impact outdoor pursuits easier.

One way to describe the Bayshore and Byway is “water everywhere”. The Byway is defined by water and water assets are ubiquitous throughout the Byway. With many accessible boat ramps, piers, streams, ponds, and bay beaches, there is an abundance of potential water recreation opportunities for beach combing, swimming, fishing, crabbing, and boating of all types. Today, however, these recreational activities are primarily for the local population, because the where, when and how of engaging in these water activities is not well known to the ecotourist. A major program need is to do a complete waterways and their uses inventory and to couple this with the marketing effort. The need is addressed in the Byway action items section below.

4. **Support Bayshore community aspirations.** As the modes of transportation moved from waterways to rail to automobiles and trucks on major roadways, the small towns of the Bayshore have gone to sleep economically. The Bayshore Initiative and Byway have offered a new alternative to these areas: selective ecotourism. Since the launch of the Bayshore Initiative, a number of these towns have included the principles of the Bayshore into their comprehensive plans and are now starting to catalyze development in alignment with these principles. One example is the Town of Little Creek. In partnership with DNREC, Little Creek has opened a new boat ramp, fishing and crabbing pier, and a dog park. Additionally, DNREC continues to

provide wildlife viewing opportunities by completing a new wildlife viewing tower and boardwalk trail in the Little Creek Wildlife Area immediately outside of the town. Private investors are now in the design stage to build a context sensitive restaurant/small shops complex complete with public restrooms, fueling and EV charging stations adjacent to these natural attractions.

5. **Expand the Byway to include the entire Delaware Bayshore.** Initially the Bayshore Byway encompassed 50 miles of the northern Delaware Bayshore. As developed in this CMP, The Byway has expanded south by 50 miles to cover the entirety of the Delaware Bayshore, linking up with the Historic Lewes Byway as its southern terminus. The extension also provides the future opportunity to connect with the Cape May –Lewes Ferry and then with New Jersey’s Bayshore Heritage Scenic Byway. The Byway Management team will explore this option as a longer term action.

The Byway Management Team and its partners have accomplished a significant number of enhancements to the Byway since its inception; however, there continues to be a long list of future needs to fulfill the vision and mission of the Byway. Section 5.4 highlights some of the major accomplishments while Section 5.5 define short and longer term action items.

## 5.4 Accomplishments since 2013

**Outdoor Recreation Amenities and Enhancements:** A \$1.1M Scenic Byways grant from the Federal highway administration along with other funding from agencies like DNREC’s Delaware Bayshore Initiative Bond Bill Funds, DNREC’s Outdoor Recreation Parks and Trails Grant Program and a variety of not-for-profit and private organizations have developed six new wildlife viewing attractions and trails, improved access to existing amenities, and created or enhanced opportunities for water access. All of these new attractions involved a number of partners and many were celebrated with press conferences including the Governor, key cabinet officials and lawmakers. These include:

- A new trail and wildlife viewing platform at Ashton tract of the Augustine Wildlife Area (locally called Thousand Acre Marsh) near Port Penn (October 2015)
- Construction of trail improvements, parking and pavilion at the Blackbird Creek Reserve, part of the Delaware National Estuarine Research Reserve (DNERR), including an improved launch area for canoes and kayaks onto the Blackbird Creek (October 2016).
- A new Aquatic Resources Education Center at the Woodland Beach Wildlife Area (April 2017)  
- The new Aquatic Resources Education Center (AREC) offers visitors a chance to learn about Delaware’s marshlands. It features a 940-foot boardwalk over the marsh and aquatic education programs for schools, youth groups, and adults. Since 1993, the aquatic center’s programs have

been held in a converted farmhouse. With its new indoor classrooms and outdoor exhibits, the facility will enhance the center's educational mission. AREC also serves as a Byway Welcome Center.

- A new trail and wildlife viewing platform at the Lang Marsh on the Port Penn Tract of the Augustine Wildlife Area (November 2018).
- Boardwalk and observation deck at the Marvel Saltmarsh Preserve on the 109-acre Marvel Saltmarsh Preserve on the Delaware Bayshore Byway to enhance the environmental education programs hosted by the Delaware Nature Society. The project was made possible by a partnership between DelDOT, FHWA, DNREC, Delaware Nature Society and the Town of Slaughter Beach utilizing FHWA's Alternative Transportation Funding Aid (April 2019).
- Final trail segment between Mike Castle Trail on the C&D Canal and Delaware City (Jan 2017)
- Replacement of decking on the Port Mahon Fishing Pier (November 2018)
- Little Creek Boat Ramp with 80ft aluminum fishing pier, courtesy dock, kayak EZ launch and parking lot along Little River ( April 2019)
- New boardwalk trail and wildlife-viewing tower (David S. Small Boardwalk and Wildlife Viewing Tower) at Little Creek Wildlife Area (Nov 2019). A two-level observation tower with boardwalk trail, lower and parking fully accessible for visitors with disabilities. This is an integral part of the long term vision to enhance the town of Little Creek as an ecotourism hot spot.

**Land Protection:** Land acquisition and preservation along the Byway and throughout the Bayshore Initiative region has resulted the protection of thousands of acres around the Byway. Primarily funded by federal grant money, state Open Space Program funds, and no-for-profit and private donors, the DNREC, and not-for-profit conservation organizations such as Delaware Wild Lands (DWL) have protected nearly 3,500 acres since 2013, including:

- 117-acre property near Pickering Beach added to the Little Creek Wildlife Area (DFW, March 2014)
- 143-acre Bennet farm property, part of the Ashton Tract of the Augustine Wildlife Area, near Port Penn, (DFW, October 2015);
- 1,250-acre Taylors Bridge Roberts Farm along Route 9 east of Odessa, (DWL, November 2015);
- 158 acres added to the Blackbird Creek Reserve, a part of the Delaware National Estuarine Research Reserve (DFW, DNERR, 2015-2017)
- 206-acre Eastburn Tract of the Eagles Nest Wildlife Area, just west of Route 9, (DFW, April 2016)
- 635-acre Passmore Farm, along Route 9 east of Odessa, (DWL, July 2018)



- 168-acre Collins Burrows Tract, part of the Eagles Nest Landing Wildlife Area, just west of Route 9, (DFW, June 2019)

Other land acquisition projects protected another 811 acres throughout the Bayshore in all three counties. These preserved lands make up the heart of Delaware’s Bayshore region and are the definition of the Byway’s unique natural qualities.

**Marketing and Branding:** The Byway team established the base for a comprehensive program by developing branding and positioning.

- Conducted a branding and positioning Study (July 2015) through Arnett Muldrow and Associates that involved over 40 stakeholders along the Byway. This project produced a unifying, exciting Regional Brand, tag line and style guide that has used extensively in the Byway marketing campaign since 2015. The goal of this study was to brand the Bayshore as a distinctive and memorable destination for both Delawareans and out-of-state visit. The program was funded by the Delaware Economic Development Office.
- Developed Byway Signage Plan based on Brand Style Guide and installed **XX** signs
- Significantly enhanced Bayshore publicity to the Public with a near-term market program by building on existing resources
  1. Created webpage presence on State Byways and Delaware Greenways webpages [<https://del.dot.gov/Programs/byways/index.shtml?dc=route9>] ; [[https://delawaregreenways.org/portfolio\\_page/bayshore-byway/](https://delawaregreenways.org/portfolio_page/bayshore-byway/)]
  2. Created Facebook page <https://www.facebook.com/DelawareBayshoreByway/>
  3. Developed digital story maps and an extensive digital inventory of attractions along the byway
  4. GIS driving tour access through Facebook page
  5. Collection of Bayshore videos commissioned by DNREC and produced by DNREC and 302 Stories, Inc.
    - *Bayshore – Delaware’s Wild Side* (<https://www.youtube.com/watch?v=Deps8Pkkpbk>)
    - *Bayshore Kickoff Event* (<https://www.youtube.com/watch?v=wHLqXUjSdC0>)
    - *Birding the Bayshore* (<https://www.youtube.com/watch?v=hpm9QI1qv88>)
    - *Bayshore Communities* (<https://www.youtube.com/watch?v=2gAdto9qPJc>)
    - *Dredging the Little River* (<https://www.youtube.com/watch?v=GH2OvcE2eY8>)
    - *Delaware Bayshore Forever* (<https://www.youtube.com/watch?v=KeualQ9s0WU>)
    - *Mispillion Harbor Restoration* (<https://www.youtube.com/watch?v=3WvwO3kjqTU>)
    - *Duck Creek to Delaware Bay* ([https://www.youtube.com/watch?v=c-OYI\\_7Ar4I](https://www.youtube.com/watch?v=c-OYI_7Ar4I))

- *Little Creek Area*

(<https://www.youtube.com/watch?v=Y96f8uudkuI>)

6. Frequent publicity in the local press

- DNREC and Bayshore communities of Pickering Beach, Kitts Hummock, Bowers Beach, South Bowers Beach, Slaughter Beach, Prime Hook Beach, Broadkill Beach and Lewes formed the Delaware Bay Beach Work Group for the purpose of examining beach erosion, marsh drainage, flooding and related issues of the coastal communities. The project among other results will produce community-specific strategies for reducing existing and future impervious surface coverage and increasing storm water infiltration and beach re-nourishment.
  1. Broadkill Beach re-nourishment provided by Army Corp of Engineers in 2016
  2. Fowler Beach restoration provided by USFWS in 2015 & 2016
- Delaware's First State National Park established by the U.S. Congress (Dec 2014) with headquarters in the City New Castle.
- DE TURF opens May 2017. A Public-Private partnership developed the new DE Turf sports facility in Frederica; a state of the art complex featuring 12 synthetic turf fields including a championship stadium with seating for 750 people. The complex can accommodate soccer, lacrosse, field hockey football, and rugby. Plans are underway to add lodging and food facilities. The development that is appropriately located on SR1 will bring a large number of potential visitors to the Byway
- American Birding Association establishes headquarters in Delaware City ( 2013) and offers a full range of birding opportunities to the public (<https://www.aba.org/visit-the-aba-headquarters/>)
- Developed Byway Signage Plan based on Brand Style Guide and installed **XX** signs
- Little Creek dog Park
- In 2015 Slaughter Beach became a National Wildlife Federation-certified Community Wildlife Habitat, making it the third Delaware community to receive this designation. Interpretative signage was installed at the Town pavilion and at the Marvel Saltmarsh Preserve.
- Slaughter Beach Delaware Coastal Program Resilient Community Partnership - 2016 (1st town in the state)
- Mispillion Riverwalk and Greenway completed in 2014
- Milford added the Ladybug Music Festival (2018) to annual Festival itinerary (the Riverwalk Freedom Festival, Eat in the Street, and the Community Parade) held in Milford.
- Milton Theatre, originally built in 1910, was reopened in 2014 after standing vacant for a number of years. The theatre hosts a variety of entertainment venues.

## 5.5 Key Action Items for the Future

**Goal 1. Brand and position Delaware’s Bayshore locally, regionally, nationally and globally and fit the byway within the envelope of the Bayshore brand.** The action items need to develop and implement the elements of a Byway marketing plan, short term relying on existing resources, longer term via a plan uniquely tailored to the Byway

#	Action Items	Description	Responsibility/Lead	Timing Ongoing Short: 0-2 yr Long: 2-10 yr
1.1	Keep current media updated	Continue to update and expand current media ( web pages, Facebook, etc.	Delaware Greenways	Ongoing
1.2	Maintain strong communications with state and local tourism offices	Goal is to maximize coverage of Byway in currently available travel literature both digital and hardcopy w/ multi-lingual where possible	Initially Delaware Greenways; Longer term; Marketing committee	Ongoing
1.3	Maintain digital inventory	Continually update the digital inventory including travel amenities	Delaware Greenways with input from Discovery Zone leaders	Ongoing
1.4	Develop drive tour itineraries	Develop tour itineraries for one or more days to guide potential visitors	Byway committee to engage local contractors	Short term
1.5	Develop dedicated web page	Create dedicated web page and include content to maximize visibility to the eco-tourist	Byway committee to engage local contractor	Short term
1.6	Develop social media-compatible tour information	Develop social media presence	Byway committee through local contractor	Short term
1.7	Review/study local travel marketing studies	prior to Byway study, search existing State and local tourism studies for marketing direction	Byway committee	Short term

1.8	Seek funding for short and longer term marketing efforts	Target potential supports and develop appropriate grant proposals	Byway Management Team	Short/long term
1.9	Develop a strategic marketing plan	Contract for market research on target audience and their key needs. Develop a marketing plan on this information	Retain appropriate consultant	Long term
1.10	Provide multilingual information	Engage multilingual technology for digital marketing	Engage appropriate consultant	Short/long
1.11	Publicize Byway attractions to various visitor audiences	Advertise the Byway to the many visitors to the new DE TURF Sports Complex in Frederica and at local festivals	Byway Management Team	Ongoing

**Goal 2: Collaborate with residents, organizations and government entities to protect and conserve the working landscape, natural environment, scenic viewsheds, communities and other vital assets of the Bayshore corridor.**

#	Action item	Description	Responsibility/Lead	Timing Ongoing Short: 0-2 yr Long: 2-10 yr
2.1	Develop an action plan that acknowledges and addresses sea level rise and other climate change challenges	Complete Assessment; Develop/apply adaption strategies	DNREC, Coastal communities	Short/long
2.2	Monitor development activity	Look for compliance with comprehensive plans	Discovery Zone Stakeholders	Ongoing
2.3	Support Farmland Preservation	Engage with Department of Ag and farmers to support preserving the working landscape of farming	Local farmers	Ongoing
2.4	Continue strategic land acquisition	Research available contiguous properties within the Bayshore Initiative area with high environmental value and engage with property owners on preservation and/or acquisition opportunities.	DNREC, Delaware Wild Lands, other not for profits	Ongoing

2.5	Support Farm to Table initiatives, farm produce stands along the byway	Include these initiatives in marketing and byway promotion	BMT	Ongoing
2.6	Restore important habitats on protected lands	Support restoration activities underway and planned by state agencies and non-for-profit conservation organizations	DNREC, DelDOT, DDA, Delaware Wild Lands, other not for profits	Ongoing
2.7	Monitor development of unincorporated farmlands in the Slaughter Beach/Milford area	Significant increase in development putting pressure on wildlife habitat	Discovery Zones Stakeholders	Ongoing

**Goal 3: Support community aspirations by providing guidance and assistance so the Bayshore corridor Communities can be successful within the framework that best serves each community. Catalyze partnerships among the coastal communities/Discovery Zones**

#	Action item	Description	Responsibility/lead	Timing Ongoing Short: 0-2 yr Long: 2-10 yr
3.1	Support Little Creek commercial development	Plan in place for light grill, convenience store, pavilion, public bathrooms, bait and tackle shop, kayak rental facility, fueling and EV charging stations	Town of Little Creek, private investors	Short term/long term
3.2	Participate in DZ festivals and similar events	Volunteer for events or have a byway booth at events	Discovery Zones, BMT	Ongoing
3.3	Promote byway-wide annual event	Coordinating a fundraising event to highlight Bayshore and build on the operating budget of the BMT	BMT	Long term
3.4	Support renovation of historic school house as Leipsic Historic Museum	Leipsic has developed a plan to create a Leipsic Historic Museum to highlight the community's water link	Leipsic	Short to long term
3.5	Complete new park in the Town of Bowers	Remove pavement, reduce impervious surface and convert unused parking area	DNREC	Ongoing

		into a town park with dedicated parking for Bowers' commercial district.		
3.6	Support development of river front amenities in both Milford and Milton	Significant opportunities defined in comprehensive plans for both towns	DZ Stakeholder and Byway management Team	Ongoing

**Goal 4: – Enhance access to and use of the Bayshore natural area Discovery Zones with improved facilities, programming, signage and way-finding, while respecting the wildlife conservation mission of these areas.**

#	Action item	Description	Responsibility/lead	Timing Ongoing Short: 0-2 yr Long: 2-10 yr
4.1	Installation of Interpretative signage	Slaughter Beach to install signage at each of the 18 beach access roads	Slaughter Beach	Short term
4.2	Continue Byway signage program	Install Branded signs per plan	DNREC/DelDOT	Short term
4.3	Build new Visitor Center at Little Creek	Center to include exhibits on Bayshore's rich natural resources and wildlife diversity (design not yet complete)	DNREC	Long term
4.4	Create trail, boardwalk and observation deck at Fowler Beach	Action item on USFWS conservation plan	Prime Hook, USFWS	Long term
4.5	Work with Historic Lewes Byway on Greenhill viewing area/boardwalk at the Great Marsh	This site is part of a shared Bayshore natural resource and is a goal of the Historic Lewes Byway	BMT, Historic Lewes Byway	Long term
4.6	Research grants and other funding mechanisms for capital projects	Work with Resilient and Sustainable Community League (RASCL) and similar organizations to find funding for resilience measures against SLR, scenic overlooks and other projects to enhance the visitor experience	BMT	Ongoing
4.7	Construct new canoe and kayak launch on Shoveler Pond at AREC	Provide safe, easy access for the public to learn how to use and/or fish from a canoe or kayak	DNREC	Ongoing

4.8	Construct two new wildlife viewing platforms in the Ted Harvey Conservation Area	Complete designs and construct two new platforms, one on the north end of Ted Harvey CA and one at the south end. Both will be handicap-accessible	DNREC	Ongoing
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**Goal 5: Working to make the road corridors of the Bayshore Byway Extension safer for all users – drivers, cyclists, walkers, birders and farmers and by ensuring that there is appropriate environmentally sensitive access to key attractions and Discovery Zones while respecting the residents’ strong interest in maintaining the local character of the road.**

#	Action item	Description	Responsibility/lead	Timing Ongoing Short: 0-2 yr Long: 2-10 yr
5.1	Byway included in Milford Bike plan	Increase biking opportunities	Milford, Delaware Greenways	Long term
5.2	Supporting Milford’s TAP application on Front St. for a complete street project	Streetscape project in 2 phases to add non-motorized transportation facilities and streetscape elements	Milford	Short term
5.3	Supporting DZ applications for transportation improvements	Working with DZs to help them apply for TAP or Community Transportation Funds to expand or fix infrastructure for safer pedestrian, bike or motorized transportation	Discovery Zones	Ongoing
5.4	Support Frederica’s TAP application for pedestrian enhancements and the addition of a farmer’s market	Frederica is currently finishing a resiliency study to address food desert in the area and fix pedestrian deficiencies through a TAP application. This is anticipated to be multi-phased	Discovery Zones	Short term
5.5	Construct safe crosswalk over Route 9 at the AREC	Install a new pedestrian crossing on Route 9 between the new AREC and the boardwalk trail.	DNREC, DelDOT	Ongoing
5.6	Monitor needs for improved Bicycle safety	Increased traffic in coastal communities increasing biking hazards	DelDOT	Ongoing

**Goal 6: – Work with the education community to engage the residents and visitors of all ages in a learning experience about the Bayshore to ensure that current and future generations will continue to experience the Bayshore story and become the stewards for sustaining it.**

#	Action item	Description	Responsibility/Lead	Timing Ongoing Short: 0-2 yr Long: 2-10 yr
6.1	Reaching out to elementary schools	Field trips to Slaughter Beach could be expanded to other DZs	BMT, Nature Society	Ongoing
6.2	Setting up eco tours for educational purposes	Bus or van trips for all ages to explore birding, kayaking with experienced guides	BMT with help from DNREC, ABA	Short term
6.3	Setting up walking tours	Curated walking tours of New Castle and other DZs led by local historians	BMT with help of Discovery Zone local historians	Short to long term
6.4	Publicize education offering at Byway's 4 nature centers	Need better publicity of education offering through Byway's education centers	Byway Marketing Team	Ongoing

**Goal 7: Manage the Byway as an ongoing enterprise to: a. Implement the CMP, b. Advocate for, protect and enhance the Byway through coordination among stakeholders and other key partners, and c. Ensure that the varied interests along the byway are respected.**

#	Action item	Description	Responsibility/Lead	Timing Ongoing Short: 0-2 yr Long: 2-10 yr
7.1	Develop Byway Management team governance structure	Develop Bylaws, committee structure and succession planning	Delaware Greenways	Short term
7.2	Develop strong partnership with Historic Lewes Byway	Many gateway opportunities with Lewes	Byway Management Team	Ongoing
7.3	Develop strong connection with NJ's Bayshore Byway	Work on the bi-state byway concept	BMT with help from Historic Lewes Byway	Long term

**Goal 8: Encircle the entire Delaware Bayshore with a network of coordinated byways.**

#	Action Item	Description	Responsibility/lead	Timing
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				Ongoing Short: 0-2 yr Long: 2-10 yr
8.1	Form strong partnership with Historic Lewes Byway	Lewes is the major southern gateway to the Byway and provides potential access to New Jersey	Byway Management Team	Ongoing

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